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THE SELECTION OF TRAINEES UNDER MDTA.

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THE PURPOSES OF THE STUDY WERE (1) TO EXAMINE THE SELECTION PROCESS FOR TRAINING, AND (2) TO DELINEATE THE CHARACTERISTICS OF PERSONS WHO WERE SELECTED OR REJECTED OR, THOUGH REGISTERED, NEVER APPLIED FOR TRAINING. A SYSTEMATIC 10 PERCENT SAMPLE, 1,958 PERSONS, OF THE EMPLOYMENT SERVICE (ES) POPULATION WAS DRAWN FROM THE ES-511 ACTIVE CARD FILE IN THREE OFFICES IN THE NEWARK AREA DURING THE FINAL MONTHS OF 1964. OF THE ORIGINAL SAMPLE, 498 PERSONS, CLASSIFIED BY MANPOWER DEVELOPMENT AND TRAINING ACT (MDTA) STATUS, WERE INTERVIEWED IN THE SUMMER OF 1965. THE 10 PERCENT SAMPLE AND THE INTERVIEW SAMPLE WERE COMPARED AS TO DEMOGRAPHIC, PSYCHOLOGICAL, AND OCCUPATIONAL CHARACTERISTICS, EMPLOYMENT STATUS, COURSES, AND TRAINING AND POST-TRAINING EXPERIENCE. TRAINING OPPORTUNITIES UNDER MDTA WERE AVAILABLE TO ONLY A SMALL FRACTION OF THE UNEMPLOYED. WHEN COMPARED TO THE POPULATION AS A WHOLE, PERSONS ACCEPTED FOR TRAINING WERE MORE FREQUENTLY IN THE PRIME WORKING-AGE GROUPS, HAD MORE YEARS OF SCHOOLING, AND WERE MORE LIKELY TO BE NEGROES. OF THOSE ENROLLED IN TRAINING, 56 PERCENT OF THE NEGROES AND 47 PERCENT OF THE WHITES COMPLETED THE COURSES. HOWEVER, 70 PERCENT OF THOSE REJECTED BY MDTA WERE NEGROES. COUNSELING AND TESTING WERE IMPORTANT MECHANISMS IN THE MDTA SELECTION PROCESS. GENERALLY, THOSE COMPLETING THE TRAINING, AND MANY OF THE DROPOUTS, WERE SATISFIED WITH IT. THE APPENDIX CONTAINS THE METHODOLOGICAL ANALYSIS. A RELATED DOCUMENT IS VT 002 700. (EM)

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RUTGERS – THE STATE UNIVERSITY
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PREFACE

Section 202(a) of the Manpower Development and Training Act of 1962 (MDTA) charges the Secretary of Labor with providing:

> "... a program for testing, counselling, and selecting for occupational training under this Act those unemployed or underemployed persons who cannot reasonably be expected to secure appropriate full-time employment without training..."

Responsibility for making selection decisions is lodged ultimately with the MDTA Selection and Referral officer in the local office of the Employment Service.

The study described in the following pages was designed to examine the selection process for training and to delineate the characteristics of persons selected or rejected, or who, though registered in the local office, never applied for training.

The present project was formulated as the first of two stages. The second stage was intended to permit development of special curricula and techniques for training those persons who are incapable of meeting prevailing selection standards; that is, persons possessing some combination of inadequate educational background, low aptitude, and low motivation. Dr. Carl Schaefer, Chairman, Department of Vocational and Technical Education in the Rutgers Graduate School of Education, while concerned mainly with the second phase of the project, helped design the research on which the present report is based.

This project owes much to the interest and participation of New Jersey Officials in both of the agencies involved in the administration

of training: Mr. Albert E. Jochen, formerly Assistant Commissioner of Education in charge of Vocational Education in the State of New Jersey; Dr. George W. Morgenroth, Director of Essex County Vocational Schools; Mr. Edward Hall, Director of the New Jersey Division of Employment Security; and Mr. Jerome R. Schulster, Superintendent, New Jersey State Employment Service and in charge of MDTA in the state. To all of these men we extend our grateful acknowledgment.

Data collection was greatly facilitated by the interest and help of Mr. Ralph Geller, Supervisor of the Employment Service in Newark, and the managers of the several offices who report to him. Particularly important was the assistance we had from the MDTA selection and referral officers in each of three offices studied.

Also, the authors wish to acknowledge the help of the conscientious staff of interviewers, coders, and data processing specialists. Mr. Bertram Bland deserves special thanks for his work in coding and interviewing. Data were keypunched and processed with the aid of computation facilities of the Rutgers Center for Information Processing.

Needless to say, while acknowledging the contributions of all those mentioned in the preceding paragraphs, the authors alone are responsible for the interpretations and conclusions in this report.

Jack Chernick
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SUMMARY AND CONCLUSIONS

A. Purpose and Methods

Government training programs established under the Manpower Development and Training Act of 1962 and other recent legislation mark a new departure in manpower policy of the federal government. The policy is based on the premise that a substantial number of people are unemployed or underemployed because they lack the skills demanded in the job market. Through training or retraining, it is held, many can be restored to useful, full-time work in occupations in which demand for workers is growing.

Initial goals were modest. At a time when unemployment exceeded four million, the Act of 1962 contemplated that about 400,000 persons would be trained in the first three years of its operation. Given this limitation, the question "Who should be given access to training?" took on special importance. Almost from the outset officials were concerned that those segments of the unemployed most in need of help through training were underrepresented on the rosters of MDTA trainees.

The purpose of the present project was to study the selection criteria and mechanisms by which applicants are accepted or rejected for training. Selection decisions are ultimately made at the local operating level. For this reason the selection process has been studied in three local offices of the New Jersey Employment Service--the Industrial, Commercial, and Service placement offices serving the Newark Labor Market area.

Generally, the population from which MDTA trainees are drawn is composed of persons registered with the Employment Service placement offices. We thus conceive of a pool of registrants defined by the presence of an "Application for Employment" card (hereafter referred to as an ES-511) in the active files of the placement office. A small proportion of the members of the pool enters the stream from which trainees are selected. The main thrust of the present study was to compare the characteristics of the registered population as a whole with those of persons who entered the MDTA selection stream. Such a comparative analysis, it was held, would disclose the underlying criteria of selection employed by MDTA selection and referral officers.

Initial discussions with MDTA personnel and other Employment Service officials provided orientation to the operation of the selection process as perceived by those responsible for it. Information with respect to characteristics of the population under study was derived from two major sources: existing records in the files of the three Employment Service offices; and secondly, interviews with a subsample of the original population.

Among existing records utilized the most important was the ES-511 card, which is completed by every person who registers in an Employment Service placement office. The card contains basic personal information along with a listing of jobs held by the registrant and notations with respect to action taken by Employment Service personnel. Also utilized was the "Application for Training" card (called the MT-511 card) maintained in each office by the MDTA selection and referral officer. The cards in this file identify persons who have been on contact with the selection officer and bear notations with respect to action taken by him. Finally, the MT-101 form, designated "Characteristics of Trainees" and prepared generally at the time an applicant is referred to a course, supplied information for this group in respect to personal and occupational characteristics.

The purposes of the present project required that the population be classified, first, according to whether or not individuals had had contact with MDTA, and secondly, for those who had, whether they had been selected, rejected, or had, in effect, themselves rejected the opportunity to enter a course of training. The group selected for training was further subdivided to distinguish those who completed training from those who did not.

The resulting sample structure and related data sources were:

1. Ten percent sample. A systematic ten percent sample of the ES registered population was drawn from the ES-511 active card file during the final months of 1964. (N-1958.) Coding and analysis of the ES-511 cards yielded estimated distributions of personal and occupational characteristics within the registered population.

2. Interview sample drawn. This stratified sample was composed of (a) persons drawn from the larger ten percent sample described above who had no contact with MDTA; (b) members drawn from the MT-511 file who, according to information on the MT-511 cards, had been rejected for training, had themselves rejected MDTA training, or who had been accepted pending the opening of a course; and (c) persons who completed training,

dropped out after one week or more, did not report or dropped out after attending less than one week, or, finally, were in training at the time the sample was drawn. Persons enrolled for training were traced mainly through the MT-101 form which is prepared at the time of enrollment, and partly through other training course records maintained by the selection and referral officer.

Members of this sample (N-1009) were drawn initially as candidates for interviewing or as replacements for interview subjects who could not be traced. Data for this sample derived from ES-511 cards and MT-101 forms are available to supplement information secured in interviews.

3. Interview sample completed. This is composed of 498 persons, classified by MDTA status, who were interviewed either in their homes or in one of the Employment Service offices during the summer of 1965. Interviews required approximately one and one-half hours and were performed with the aid of structured interview guides.

B. Findings and Conclusions

1. It is clear that in the large labor market which constitutes the sample area, training opportunities under MDTA were available to only a very small fraction of the unemployed during the approximately 15 months covered in the sample period from January 1964 to March 1965. The number of openings in training programs and the number of persons trained are low even if one takes into account the fact that the entire MDTA program was intended to train only a small proportion of the unemployed.

This record reflects in part inherent limitations in the MDTA program, conditions of demand in the labor market, and the quality and number of applicants for training. Market conditions exerted no great pressure for the organization of courses, particularly those designed for men and women registrants in the Industrial office. On the other hand, the existence of a more active demand for clerical workers led to the formation of courses for women in stenography, business machine operations, and clerical work in a hospital.

A low rate of training activity tends to be self-perpetuating. Relatively more qualified applicants fail to be attracted to training if the choice of courses is limited, the beginning dates of courses planned remain uncertain, and if the lapse of time between application for training and the beginning date of a course is protracted. Nor are the interviewers and counsellors likely to promote and urge training as a solution to unemployed registrants when they know that training opportunities are restricted. On the other hand, the small number of openings induces selection officers to bypass persons whose ability to absorb and complete the training is doubtful.

2. When compared with estimated distributions in the entire population, persons accepted for training in the Newark Area during the period covered by the present study tended to fall more frequently into the prime working-age groups and to have acquired more years of schooling. In respect to both characteristics the selection process in Newark thus produced results similar to those noted in statistics covering MDTA experience in the United States as a whole.

In respect to distribution by sex of applicant, it was found that women more frequently than men tended to enter the stream from which trainees were selected when compared with their respective proportions in the entire registered population. A plausible explanation for this was suggested above--courses were more frequently organized in the clerical field, itself in turn a reflection of market conditions. This phenomenon may also explain the finding that women constituted more than half of the group that completed training and was employed at the time of interview.

Analysis of the data compiled in this report shows evidence of occupational mobility of women out of unskilled and semi-skilled occupations and into the clerical occupations. This occurred to some extent in the population as a whole. But the movement was more pronounced among those women who completed training. It is reasonable to conclude that MDTA training facilitated, in some cases made possible, an occupational shift coinciding with labor market needs.

3. In contrast to the situation disclosed by statistics on trainee characteristics in the nation as a whole, Negroes in the Newark Area constituted a higher proportion of the group accepted for training than they did in the entire population registered in the three Employment Service offices. In this respect, too, the selection process in the Newark Area was responding to prevailing market conditions. In the post-war period Newark witnessed a substantial in-migration of Negroes. This was reflected in the rolls of the Employment Service.

Among Negroes who entered training, 56 percent completed the courses in which they had enrolled; among whites, 47 percent of those enrolled completed training. Negroes constituted over 60 percent of all those who completed training. Study of post-training employment status permits the conclusion that although whites tended to be employed more frequently than Negroes, within both groups a higher proportion of those who completed training were successful in locating jobs than was true of the interview sample as a whole.

It is significant that 70 percent of those persons rejected by MDTA were Negro. This finding should be considered in conjunction with the scores obtained on ability tests administered by the Employment Service. These show that in respect to most of the component elements of the General Aptitude Test Battery (GATB) the scores of those rejected for training fell substantially below comparable scores of persons accepted for training. But, despite the fact that they were rejected for training, the majority in this category who were interviewed expressed a continuing interest in training. Here, it would seem, one is likely to find a fertile field for the application of new techniques of basic training, joined to counselling of trainees while in training.

4. Counselling and testing are important mechanisms in the MDTA selection process. Among those who fell into the "interview sample drawn," a high proportion of applicants for training had been tested--mainly through use of the GATB--and for most of them test scores were available on ES-511 cards. A small number in the no contact group had also been tested. Thus, the several components of the test scores earned by sample members classified by MDTA status could be compared.

Additionally, in the course of interviews the Psychometric Readiness Test was administered. This instrument may be regarded as a crude literacy test.

The GATB clearly differentiates those accepted from those rejected for training. On the other hand, while there were relatively few distinguishable differences between persons who completed training and those who did not, the latter group tended to score lower in most of the sub-tests. In the no contact group, the scores of sample members who were tested tended to be relatively low. These findings confirmed earlier statements made by MDTA personnel. The tests represented an important criterion, in some cases the sole criterion, of selection. The test scores afforded an objective measure, satisfying the need of the selection officer for a criterion of action divorced from subjective judgment. Yet, some flexibility existed. Selection officers and counsellors would sometimes accept for training persons whose scores were slightly below the cut-off points but who were judged to be good prospects. MDTA personnel expressed some distress at the need to rely on "hunches" based on interviews, but unsupported by measures of "interests" or "attitudes" or "motivation" on the part of the applicants.

Interview data permitted an exploration of some of the attitudes toward work of the sample group, although no claim is made that any technique available is capable of distinguishing in advance those who are most likely to "succeed" in training programs and, subsequently, in securing jobs. Findings may be summarized briefly:

(a) In respect to preferences as to type of job, those accepted for training were on the average higher "risk-takers" than those rejected.

(b) Most members of the sample showed rather limited knowledge and perspective with respect to the availability of jobs in the area.

(c) Those accepted for training were more likely than those rejected to have plans for the future.

(d) In respect to motivation to work, an attempt was made to develop measures consonant with current theories of human motivation. The items of which these measures were composed showed evidence of conceptual and empirical internal consistency. Similarly, there is evidence that the total measure of motivation to work (the behavior potential to work) seemed to relate in the expected direction with a number of external variables. Details are provided in a separate report.*

5. Generally, those who completed training and even many of the dropouts were satisfied with the training they had received. Despite the fact that a significant number had not found jobs related to their training, most regarded the training as useful.

Most trainees commented favorably on the structure of the courses. The great majority praised the quality of the instruction and equipment.

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*Indik, B. P., The Motivation to Work, Research Program, Institute of Management and Labor Relations, Rutgers - The State University, 1966.

But many would have preferred courses of greater length, more extensive subject matter content, and, at the same time greater opportunity for practical experience.

6. Who shall be trained in a limited, but permanent government program? The answer depends on many factors, such as the state of the economy, in particular whether labor markets are expanding or contracting; the characteristics of the unemployed in a given labor market; and the composition of demand for labor. But essentially the basic policy question is whether the training effort should be directed toward efficiently filling openings in occupations in which shortages exist, or whether the focus should be on the unemployed individual. If the former goal is paramount, training efforts, and hence selection techniques, should seek to locate and train those unemployed or underemployed persons who are most employable, and who already possess many of the qualifications likely to be found attractive by employers.

On the other hand, if the goal is to raise the productivity and hence employability of the unemployed individual, regardless of his level of qualification at the time he comes to the attention of MDTA selection personnel, the focus shifts from inadequate market needs to the task of devising techniques of basic training and methods of evoking the interest and encouraging the initiative of persons whose occupational history is one of unskilled jobs, interrupted by frequent periods of unemployment. The selection task in this case becomes one of assessing the needs of applicants and assigning them to a course or sequence of courses appropriate to their educational and occupational backgrounds.

As an overall assessment of the operation of the selection process in the Newark area an effort was made by MDTA personnel to accomplish, in part at least, both of the goals described above. While emphasis was probably greater on the side of preparing trainees for shortage occupations, within the limitations of the program in terms of size and capability, the selection officers made some effort to promote the "rehabilitative" goals of MDTA. In the course of the period, although the selection process tended to pick out the relatively more qualified, some of those accepted were chosen despite clear handicaps in the job market. Furthermore, the vocational education agency did provide some limited basic education.

But expansion of the program in the Newark area appears to depend on the extent to which it can serve the relatively less qualified. As indicated in this report, reorganization and expansion of facilities occurred shortly after the data collection phase of the present study. An enlarged MDTA unit will permit the screening and handling of a larger number of applicants. In particular, assignment to MDTA personnel of the responsibility for selecting trainees in programs organized under the sponsorship of anti-poverty agencies will require that selection standards be cut sharply. But equally important is the parallel development of the Skill Center, a full-time training facility with a variety of courses continuously in progress. The importance of this lies in the fact that MDTA personnel will not be forced to make a final and irrevocable decision as to either the appropriate course to which to assign an applicant or even whether he ought to be accepted. Some experimentation, aided by on-the-spot counselling, will be possible in the new training center.

I

INTRODUCTION

The Problem

The Manpower Development and Training Act of 1962, along with provisions for training under the Area Redevelopment Act of 1961, enlarged the scope of government activity in labor markets in the United States. The new policy followed from the assumption that market forces tending to correct structural distortions in the supply and demand for manpower, overwhelmed as they were by the convergence of unusual demographic pressures and rapid technological change, needed to be reinforced by an active program of training of the unemployed. To this end, programs were developed for specifying the occupations in which vacancies existed, for granting allowances to persons prepared to enroll in training courses, and for organizing training facilities.

At a time when unemployment averaged approximately four million, Congress set the modest goal of training some 400,000 persons in the three-year period ending in July, 1965. But given the enormous variability in those characteristics of the unemployed which determine ability to compete for jobs--acquired education and skills, the strength of labor force attachment, the duration of unemployment, etc.--what criteria should govern the selection of trainees?

Clearly, the most important determinant of selection criteria emerges from the objectives promulgated in the law itself and the limitations and constraints implied in its provisions. Analysis of the characteristics of trainees during the early period of operation of MDTA showed that those being selected already possessed certain advantages in the labor market. They tended to be concentrated in the age groups between 22 and 45, and to have attained a higher level of education than was true of the average for the unemployed as a whole.

Amendments to the Manpower Development and Training Act introduced in 1963 and 1965 permitted the more disadvantaged groups of unemployed, the "hard core," to benefit from training opportunities. But the objectives proclaimed in the law, or formulated by the responsible agencies at the federal level, are not inevitably realized at the operating levels where trainees are evaluated and selected, and where the training courses are organized.

Two additional factors are to be taken into account. The first lies in the market conditions that prevail in a given locality or region. Industry structure, the composition of the unemployed labor force, whether a community is growing or declining, all affect the number and characteristics of applicants for training, the courses that can be organized, and the prospects for placement at the conclusion of training.

The second limiting factor grows out of the decision of the Congress to utilize two existing networks of facilities in accomplishing the purposes of the Act: local offices of the State Employment

Service were charged with screening and selecting trainees; and existing state agencies responsible for vocational education were assigned the task of organizing, staffing, and conducting the training courses contemplated under the Act. In the case of both agencies, while the duties assigned were quite similar to those which they normally performed, the additional charge was superimposed on a functioning organization whose established institutional practices and objectives did not always accommodate the procedures and goals of MDTA successfully.

With good reason, the responsibility for selection of trainees was assigned to state and local Employment Service agencies whose functions already included assessment of labor market needs and the matching of jobs and workers. But with training as an intermediate step, the matching process is a much more complicated procedure than fitting together existing skills and current job orders. This is true even if no problems arise in the organization, staffing, and facilities of the actual training program. The MDTA program requires that estimates of demand be projected for some date in the future when a given course of training is concluded, and that trainees be selected on the basis of judgments as to their ability to absorb and willingness to complete the training. That selection was no simple matter is indicated by the fact that in the first months of the MDTA program (August through December, 1962), Employment Service offices throughout the nation screened 127,000 candidates in selecting the 6,300 workers who enrolled in training courses in that period.*

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*United States Department of Labor, Report of the Secretary of Labor on Research and Training Activities under the Manpower Development and Training Act, February 1963, p. 16.

How the selection process operates in a local labor market was the focus of the present project and the subject of this report. First, an attempt was made to determine the criteria of selection as they are perceived by selection officers and by counsellors; and to specify the mechanisms by which selection is performed. In this, the study was concerned with the institutional and environmental framework within which the personnel of the local employment office perform their tasks in the selection process. There followed an intensive study of the characteristics of persons who were or were not selected for training. It was judged that study of the differential economic, social, and psychological attributes of persons classified according to experience with MDTA would disclose the influence of the selection process and of selection personnel in determining the focus of MDTA. Moreover, to the extent that such study delineates the characteristics of those who have been bypassed by MDTA, it will indicate the task involved in extending MDTA services to the unemployed whose training or retraining present the greatest difficulty.

If the objective of MDTA is to train or retrain unemployed workers in order to qualify them for openings in a given labor market, it follows that the efficiency of the selection process is to be measured in part by the proportion of those trainees who go on to secure employment in jobs for which they have been trained.

To be sure, no selection process will ensure that all those who enter a training program will successfully complete the course and go on to a suitable job. Many intervening and sometimes unpredictable circumstances and conditions lie outside the range of action of the selection personnel. However, as a criterion of action, the selection officer must determine whether the person he selects possesses those characteristics which offer high promise of the individual completing training and securing a job.

The present study conceives of a flow of unemployed* moving through the procedures of the local Employment Service office. Of that small part of the flow which comes into contact with the selection and referral personnel, a proportion successfully completes MDTA training programs.

The approach adopted in studying the selection process was to isolate the attributes of persons at several critical stages in the process. It is postulated that a study of the characteristics which differentiate the unemployed at the several stages will permit isolation of those attributes which are associated with ultimate success, defined as completion of a training course and securing suitable related employment. In other words, it would provide answers to such questions as the following: How do persons who never come into contact with the selection officer differ from those who do? What differentiates those accepted for training from those rejected and from those who reject training; or those who drop out before completion from those who complete a training course?

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*Although in this study those registered in local Employment Service offices are referred to as unemployed, a small proportion of registrants in the local offices were currently employed.

The Study Site

The site of the study is the Newark Labor Market Area, of which the City of Newark is the largest unit. The area contained approximately 700,000 nonagricultural employees in 1964. In recent years the rate of growth of the labor force in the area has been somewhat lower than in New Jersey as a whole, but not markedly so. Estimates by the New Jersey Department of Labor and Industry show an increase of 6.5 percent in the area's yearly average labor force between 1956 and 1963. The comparable increase for the state was 7.8 percent. However, the City of Newark has not kept pace. It has experienced the urban problems of the inner city. Upper income groups have moved to the suburbs; and in the postwar period Newark has been the focus of a substantial migration of Negroes from the southern states. In 1964 the City of Newark, as distinct from the Labor Market Area, was designated an "underdeveloped" area and became eligible for technical assistance under the Area Redevelopment Act.

To serve the city and its surrounding area, the New Jersey Employment Service maintains four offices which specialize according to broad occupational classes: Industrial, Service, Commercial, and Professional. A fifth office, the Youth Center, serves most youths 21 years of age and under. Because this study was concerned with the training and retraining of adult workers, the Youth Center was not included in our sample area. Nevertheless, the sample does include some young people whose cards were in the files of the other offices. Finally, given our emphasis on the peculiar training problems and needs of the relatively low-skilled, the registrants of the Professional Office did not fall within the scope of the study.

The present project focussed on a study of the selection process in the Industrial, Commercial, and Service placement offices. In each office a selection and referral officer performs the functions of screening and ultimately placing workers in training programs. The Industrial office, the largest of the three, employs two people for this purpose. During the period of the study one person in the Service office divided his time between MDTA selection and regular placement interviewing.

The Study Population

In New Jersey every person who registers with a local Employment Service office completes a form known as an ES-511 card. This card contains a variety of information, including the registrant's work history, age, sex, educational attainment, and notations of actions taken in respect to him by personnel of the employment office. The active file in any local office consists of the cards of registrants who have had some contact with the office during the preceding 60 days.

For all practical purposes the outside limits of a population of potential MDTA trainees in any labor market are marked by the presence of an ES-511 card in the active files of the local Employment Service office. In order to accomplish the analysis contemplated in this study it was necessary to classify this population according to the nature of the contact of registered persons with MDTA personnel. The classification and sampling procedures necessarily depended on the mechanisms for screening and selecting applicants and the record-keeping practices of selection and referral officers.

The mechanism of selection operates as follows: Every person who registers and presents himself to the local Employment Service office for assistance is directed to an interviewer. When it appears appropriate to the interviewer, but particularly when no suitable job orders are on hand, he informs the applicant of available training opportunities and if any interest is manifested, directs the applicant to the MDTA selection and referral officer. At this stage the details of the available training and conditions of eligibility for allowances are explained. If the applicant appears interested in training, and meets some minimum qualifications, he is directed to a counsellor for testing.

Alternatively, the interviewer may refer a registrant for counselling; the counsellor may, in turn, following testing, recommend training in a given occupational field and send the applicant to the MDTA officer.

Additionally, signs are prominently displayed in both claims and placement offices announcing projected training programs for which applicants are currently being accepted. In response [illegible] such announcements, the registrant may request information about the possibility of entering a training program and in this way gain direct access to an interview with the selection officer. Unemployment insurance claimants may first learn of the availability of MDTA courses through contact with claims office personnel.

A third approach to the selection officer, though less frequent than the others, is possible. Most MDTA training courses are publicized in the community through various advertising media. Thus an interested person may appear at the Employment Service office for the specific purpose of looking into the possibility of training in a course which he has read or heard about. Before gaining access to the selection officer, however, such persons are also required to complete an ES-511 card.

Although there is some variation among the several offices and among the successive employees responsible for selection of trainees, the usual practice is for the selection officer to make a record of the individual's name, address, primary occupation, and interests on an MT-511 card. The officer then refers interested applicants to a counsellor for testing and appraisal. In the case of at least one selection officer, the MT-511 card is not prepared until a report on an applicant is returned by the counsellor. The important point, however, is that during much of the period covered by this study, all persons accepted for training had been seen by a counsellor. On the other hand, according to the selection officers, no potential trainee is rejected for training without being tested and assessed by the counsellors.

When enrolling trainees in a course, the selection officer's first recourse is to the MT-511 file. He may also recruit trainees from among applicants currently being processed. Additionally, at least in some offices, a canvass is made of persons registered in related occupations in the active ES-511 file; however, response of the registered unemployed to a call-in request for MDTA screening is low.

The MT-511 file contains the names of persons who were screened and evaluated as potential trainees for particular types of courses over a period of time. When recruitment for a specific course is opened the selection officer attempts to contact those whose names are in the file by telephone, if possible, or by a call-in letter. The experience of selection officers is that a high proportion of those who appeared ready to accept referral for training at some time in the past is not available when the training opportunity finally materializes. Many become unavailable during the often substantial lapse of time between the date they were ready for referral and the date on which a suitable course is open for recruitment. Many months may elapse between the submission of a course for approval and the date on which the selection officer is able to start recruitment for the course.

It should be added that some of those whose names are on record in the MT-511 file were placed there even though the selection officer considered them only marginally qualified for training. The likelihood of their ever being enrolled is slim. How many cards of this kind are in the file at any particular point of time depends on the frequency with which the file is cleaned and hence varies with the office and the selection officer.

At the point where an applicant is referred to training, a form designated "Characteristics of Trainees" and known as MT-101 is completed for each enrollee. This form contains the title of the course, some personal information, including the trainee's past labor force status and his regular occupation if he has one, as well as other MDTA-related information.

Finally, records available in the files of the selection officer permit the listing of persons who drop out of a course and those who complete it.

Classification by MDTA Status

Given a population of those currently having an ES-511 card in the active file, the selection process may be regarded as a device for screening and classifying the members of this population in accordance with the purposes of MDTA. Thus the selection mechanism and the subsequent training experience establish categories of individuals who stand in a given relationship to MDTA. Similarly, in sampling from this population a deliberate attempt was made to develop strata conforming to those categories and hence relevant to the planned analytical comparisons. The eight classes delineated and their sources in the record files were:

1. Completed. Persons who entered and completed MDTA training courses between January 1, 1964 and March 31, 1965 (MT-101).

2. In Training. Persons in training during the interview phase of data collection (MT-101).

3. Drop-outs. Persons who started MDTA training and dropped out after one week or more (MT-101).

4. Did not report. Persons who were either assigned to a training spot in a specific course and who never showed up, or who showed up for training for less than one week and then dropped out (MT-101).

5. Accepted-pending. Persons who met the requirements of the selection officer and whose names were held in the files pending the start of an appropriate training course (MT-511).

6. Rejected by MDTA.* Persons who had been rejected by the MDTA selection officer (MT-511).

7. Rejected MDTA Training.* A sample of those persons who had either rejected the idea of MDTA training when discussing the matter with the MDTA training officer or subsequently never took the necessary steps to pass the qualifications of the program, i.e. failed to come in when asked to take the necessary tests, or to discuss the results of tests, etc. (MT-511).

8. Not Contacted. Persons who never had any contact at all with the MDTA training or selection procedures (ES-511).

The Samples

A. Sampling Problems

Rigorous comparisons for the purpose of isolating relevant differences would require matching sample members in respect to two dimensions: the first is time; the second, the courses for which trainees are selected. Ideally, we should have had for a given time period a certain universe of persons (identified by the presence of an ES-511 card in the active file) some of whom entered the selection stream, while others did not. Again ideally, the former would be classified within the same time period into the eight subclasses identified above. Actually this has been accomplished only in part, because while the sample was drawn from the active ES-511 file during November and December, 1964, the "accepted" group (enrolled in a course, dropped out, or completed) had to be selected over a period stretching from January, 1964 through March, 1965. It was necessary to do this for the very simple reason that the flow of persons into this category would not have been statistically sufficient had only the ES-511 cards been sampled. However, it is the authors' contention, supported by the impression of Employment Office personnel, that variation in composition of the flow of registrants over the year was not likely to be extensive enough to vitiate the comparisons made in this report.

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*An individual may be rejected for a particular course, or reject a particular course, and still conceivably be eligible for future courses. It was rare, however, for an individual to be rejected for one course and to be enrolled in a subsequent course.

The second inherent problem is the fact that minimum qualifications vary among the several training courses. Theoretically in respect to a given course, an evaluation of selection criteria should proceed from comparisons among the several groups classified by MDTA status. This procedure was clearly impossible. Even if records were adequate to permit the necessary identification of individuals in classes 5, 6, and 7 (accepted pending, rejected by MDTA, and rejecting MDTA, respectively) the numbers in each case would have been far too small for reliable analysis. As a consequence it was necessary to deal with aggregates for each class.

B. The ES-511 Card File

As explained above, in order to secure a sample of the Newark unemployed with representation in each of the strata dictated by the study design, it was necessary to draw sample members from several record sources. The origin and contents of each file have already been indicated, but the attributes of the strata derived from each may be specified.

The ES-511 file is taken to contain the universe of persons from within which trainees are ultimately selected. It is composed of all those who have voluntarily appeared at a local Employment Service office to seek the help of the Service in finding a job, or who are on the rolls because they are currently drawing unemployment insurance. It also includes those persons who present themselves at the Employment Service office in response to advertising or other publicity regarding a projected training course. The latter may be unemployed persons who have not wished to register or at least have not bothered to register for other purposes with the Employment Service. They may be out of the labor force, but interested in training with a view to entering or returning to the labor force. Or, they may be persons currently employed or underemployed who see an opportunity to improve their position. In a sense, therefore, they were drawn from a universe slightly different from that represented by most local office registrants. But there is no efficient method of specifying or sampling the universe from which they are drawn; therefore, the sampling was confined to the population defined by the presence of an ES-511 card in the active files of the three Employment Service offices (Industrial, Commercial, and Service).

As of July 13, 1964, the three Employment Service offices contained approximately 20,000 active registrants. A systematic 10 percent sample of ES-511 cards was drawn and coded. This sample, consisting of 1958 members (Industrial, 1388; Commercial, 374; Service, 196) yields representation for the most part to those persons in the pool of registrants who had no contact with the selection and referral personnel. To the extent that the cards in the sample contained notations indicating that the registrant had been in touch with counsellors and/or the selection officers, they yielded a number of other strata in the overall sample.

C. The MT-511 File, MT-101 File, and Enrollment Records

The MT-511 file represents the universe of persons who have come under the scrutiny of the selection officer. From these files in the three offices were derived samples of those who might have been accepted for training, but who rejected the opportunity; those rejected for training by the selection officer; and those accepted for training pending the start of a suitable course.

Records maintained by the selection officer, in particular the MT-101 file, yielded the additional strata required: the names of those enrolled in courses beginning after January 1, 1964; those who did not report or who dropped out within the first week of the course; those who dropped out subsequently; and finally, those who completed training.

For all sample members identified through the MT-511 file and the records of enrollment, an attempt was made to locate the appropriate ES-511 card. Since most of these persons were not likely to be active registrants, their ES-511 cards were sought as well in the inactive file. All but a small proportion were located and coded, thus providing data comparable to those secured for the sample initially based on the ES-511 card file.

D. The Interview Sample

While yielding extensive demographic information and a glimpse of past work history and training, the ES-511 card obviously contains no data capable of suggesting attitudes and motivations of the unemployed registrants and trainees, variables deemed important for differentiating the several strata isolated for study. Hence, subsamples in all strata were selected for intensive interviewing during the period June to August, 1965.

The difficulties encountered in attempting to locate and interview persons drawn from an unemployed population are well known. In order to accomplish the study design, which called for 500 interviews (Interview Sample Completed), it was necessary to draw 1009 names (Interview Sample Drawn). A substantial proportion--222 out of the 500* individuals interviewed--was induced to come to the Employment Service offices for interviews. In the remaining cases, most interviewing took place in the homes of respondents. The reasons for failure to complete interviews and the numbers ascribable to each were:

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*Two interviews were completed too late to be included in many of the early tabulations.

Moved--unable to trace*	307
Contact not possible for other reasons*	140
Refusals	37
In military service or hospital or jail	18
Language problem	3
Deceased	2
(Interview schedule not usable)	2
Total	509

A summary of the estimated universe and sample size in each stratum is presented in Table 1.1 on the following page. It will be noted that the degree of non-response varied among the several categories. Approximately 62 percent of sample members in the no contact group were interviewed. Some 46 percent of those who had enrolled in MDTA courses were interviewed, while interviewers could locate only 40 percent of persons whose contact with MDTA was relatively brief. The major reason for these differences is that the no contact sample was accumulated in October and November, 1964, while the other two were derived from records dated as early as January, 1964. Thus by the time interviewing was attempted in the summer of 1965, it was reasonable to expect a higher degree of success in locating interviewees in the no contact group. It should also be added that some special effort was made to locate individuals who had been enrolled in MDTA courses.

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*In those cases we had evidence that the addresses were correct; but after several unsuccessful attempts to contact respondents, it was decided that the cost of additional pursuit was not warranted.

TABLE 1.1

UNIVERSE AND SAMPLE STRUCTURE

ES-511 Active Card File		"Ten Percent" Sample		MDTA Status	Interview Sample Drawn		Interviews Completed
Industrial		1,388		(Mainly no contact)	224		
Commercial		374			86		
Service		196			59		
Total			1,958			369	229
MT-511 Card File*	Universe	Sample					
Industrial	318	152		(Includes mainly:	152		
Commercial	235	157		Accepted Pending	120		
Service	480	152		Rejected by MDTA	152		
Total	1,033		461	Rejected MDTA		424	170
MT-101 Card File				(Includes mainly:			
Industrial	137	126		Completed	126		
Commercial	86	86		In Training	86		
Service	4	4		Dropout	4		
Total	227		216**	Did not Report		216	99
			2,635			1,009	498

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*Data were accumulated for the period January 1, 1964 to March, 1965.

**This figure reflects the number of individuals who were assigned to courses; 169 persons actually started courses; 47 persons never reported to start the courses.

In view of this sampling experience, the usual caution should be noted that the resulting data apply only to the interview sample completed and may not be representative of the entire sample drawn. Nevertheless, steps were taken to compare the two on the grounds that for both respondents and non-respondents the ES-511 card provided comparable basic information. For the 500 interviewees, 405 ES-511 cards were available; for the larger group, 1009 persons in the interview sample drawn, 905 ES-511 cards were located. Comparisons in respect to 14 variables gave reason to believe that our interviewees were reasonably representative of the larger group. A detailed discussion of the comparisons made appears in Appendix A.

Plan of the Report

Chapter II is devoted to a detailed presentation of findings concerning the characteristics of persons classified according to the nature of their contact with MDTA personnel. The chapter deals respectively with demographic and psychological attributes, occupation characteristics, and labor force status. In the case of demographic variables the study draws frequently on data derived from the ES-511 card file sample. The section on psychological characteristics includes an analysis of scores of sample members on the General Aptitude

Test Battery* (GATB) administered by the testing unit of the Employment Service and recorded on the ES-511 cards. Information with respect to other psychological variables is based on interviews. Similarly, analysis of occupational back grounds and labor force status is, with minor exceptions, based on work histories collected through interviews.

Chapter III opens with a review of the training courses organized in the Newark area during the period under study and a discussion of the significance of two recent developments: a reorganization of the MDTA screening and selection activities and the establishment of new training facilities. There follows an attempt to convey the perceptions of training as disclosed by interviewees, and the attitudes towards training of persons who were accepted, rejected, or had no contact with MDTA. A final section analyzes the post-training experience of those who completed or dropped out of training.

An active manpower policy will inevitably concern itself with developing (in some cases, rehabilitating) and utilizing manpower resources inherent in that segment of the unemployed which has come to be referred to as the "hard core." Focus on this group becomes more pronounced as an expanding economy re-absorbs the relatively more qualified among the unemployed. But the formulation of programs of job creation and training calculated to serve the needs of the long-term unemployed requires more information than is available with respect to the motivational variables that are related to the search for employment, accepting or rejecting job offers, and, as an instrumental step, the inclination to accept or reject training opportunities.

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*The General Aptitude Test Battery is a standard set of aptitude and abilities measures developed and used by the United States Bureau of Employment Security. Discussion of its development and adequacy may be found in The Guide to the Use of the General Aptitude Test Battery, Section iii: Development, U. S. Department of Labor, Bureau of Employment Security, Washington, D. C., October 1962.

In an effort to contribute toward an understanding of these phenomena an attempt was made to develop a series of measures of motivation to work and to test them with data from our interview sample. An account of the results along with details on the technical aspects of the construction of the several scales is presented in a supplementary report.

II

THE CHARACTERISTICS OF TRAINEES

The information, collected in the course of the present study and on the basis of which the operation of the selection process in the Newark Labor Market Area is described, applies to individuals who were in touch with MDTA between January, 1964 and March, 1965, or who could potentially have had access to MDTA services during the final months of 1964. Thus, the data are relevant to a period representing the second full year of operation of the Manpower Development and Training Act of 1962.

Early experience in the administration of MDTA evoked a fundamental question with regard to the proper focus of the program. Who should be trained with the aid of a government subsidy? The evidence appeared to be that the early programs enrolled that segment of the unemployed relatively best equipped to compete for scarce jobs. In these circumstances, evaluation of the consequences of training and the contribution of MDTA was confounded by the possibility that those trained would have secured employment in any event, particularly as the economy expanded.

As experience mounted in the operation of MDTA, a marked change in direction occurred; successively higher proportions of the relatively disadvantaged among the unemployed were given access to training opportunities. This was facilitated in part by amendments to the original

Act and in part by deliberate development of new techniques of training the least skilled, the least educated, and older persons among the unemployed. The new direction has also been made possible by the promotion of new approaches to training sites and facilities.

It may well be that the data collected in the course of the present study describe the selection process just prior to the point in time when the Newark area felt the impact of the new directions. Two major developments occurred in the closing months of 1965; they will be mentioned here, with fuller discussion of their implications deferred to a later section. The first is a major reorganization of the MDTA section in the Newark Employment Service offices allowing a more centralized and more active selection and referral unit, with a larger staff devoting its full energies to accomplishing the purposes of MDTA. The second development is equally important; a permanent training site has been established capable of organizing both day and evening courses of training under MDTA auspices, with its own full-time instructors and counsellors. It is to be expected that the two changes will result not only in an increase in numbers trained, but also in changes in the basic characteristics of trainees. The present study may afford a set of benchmarks against which the characteristics of trainees in future rosters can be assessed.

A. Demographic Characteristics

As explained in Chapter I, the ES-511 card file represents the potential population from which trainees may be drawn. With the following qualifications this population may also be regarded as representing the unemployed population in the Newark Labor Market Area: some unemployed are not registered or at least are not in the active file. Again, since the Employment Service Professional Office and Youth Center were not covered by the present study, all but a small number of the unemployed under age 22 and the professional workers who are served by these offices are excluded. Finally, it should be noted that some proportion of those registered with the Employment Service are currently employed. This, of course, does not necessarily exclude them from the population potentially available for training, but it does affect the use of the ES-511 card as a source of information on the characteristics of the unemployed. The sample drawn from the ES-511 card file will be referred to as the "ten percent sample" or the "ES registered sample."

While it may be assumed that the overwhelming majority of the registered population as represented by the ES-511 card file has had no contact with MDTA, it was impossible to be absolutely certain of this on the basis of the information contained in the ES-511 card by itself. Hence, for the ten percent sample a breakdown by MDTA status was not attempted. For this purpose the "interview sample drawn" was used. This consists of sample members drawn from the various sources described in Chapter I and which ultimately constituted the roster of interviewees. Included in the "interview sample drawn" is a group numbering 358 whose names were derived from the ES-511 card file and whose records were carefully checked to make certain that they could be designated as having had no contact with MDTA. Thus information available for this sample is based on ES-511 cards.

Finally, a third source of information was the group with whom interviews were completed. This sample shall be referred to as the "interview sample completed." In respect to the latter sample, we shall obviously be in a position to discuss a wider range of variables on which data were secured in the course of the interview. Significant discrepancies between the information on the ES-511 card and that secured during the interview will be noted.*

Age

The concentration of trainees in the prime working age brackets is clearly shown in Table 2.1. In this respect selection tendencies in the Newark area conform to national patterns. Almost 62 percent of those enrolled in training were from 26 to 40 years old; the comparable proportion in the registered population as a whole was 37.8 percent. So far as older workers are concerned, the figures show that while some 30 percent of the registered population as a whole was over 45 years of age, the portion in the same age group enrolled for training was only half as great.

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*An analysis of the differences between the "interview sample drawn" and the "interview sample completed" based on common variables for which information is available on ES-511 card is presented in Appendix A. There, too, will be found a discussion of the consistency between interview responses and ES-511 card information for members of the "interview sample completed."

TABLE 2.1

MDTA STATUS AND AGE

(SELECTED COMPARISONS, INTERVIEW SAMPLE DRAWN AND TEN PERCENT SAMPLE)

Age	Enrolled for Training*	Completed Training	Rej'd. By MDTA	Rej'd. MDTA	ES Registered Sample
Under 21 Years	1.1	2.4	1.8	0.0	3.1
21-25	14.9	16.9	19.6	24.5	18.3
26-30	20.7	24.1	17.9	18.1	14.7
31-35	24.8	26.5	16.1	16.1	12.2
36-40	16.1	8.4	8.9	12.3	11.0
41-45	5.7	4.8	14.3	9.0	8.7
46-52	12.7	14.5	12.5	14.2	12.5
53-60	3.4	2.4	7.1	3.9	8.3
Over 60	0.6	0.0	1.8	1.9	9.5
No Data	0.0	0.0	0.0	0.0	1.7
Total	100.0	100.0	100.0	100.0	100.0
N=	174	83	56	155	1958

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*Includes completed, in training, dropouts, and did not report.

Sex

In the population which utlimately constitutes the potential pool of trainees, (the "10 percent sample") the best estimate is that males were 59 percent and females 41 percent of the total. However, it appears from the data in Table 2.2 that women more frequently than men tended to enter the stream from which trainees were selected. No definitive explanation for this is available although some possible factors may be suggested. Most important is undoubtedly the type of course organized, itself a reflection of conditions of demand in the labor market. As noted below, through courses organized in the Commercial office, the women were trained mainly for clerical jobs in various industries--clerk-typists and business machine operators--and clerical or service jobs in hospitals. On the other hand, the Industrial office organized few courses during the period and provided very little training for registrants (mostly men) in that office.

While more men than women enrolled, the latter were more likely to complete training courses. They were, similarly, more frequently rejected, although the significance of this comparison is questionable inasmuch as the total number of individuals screened would be likely to depend on the prospects for organizing new courses.

Educational Attainment

The 1965 Manpower Report of the President states that in the calendar year 1964 "persons with less than nine years of school constituted almost 16 percent of institutional trainees and nearly 14 percent of the OJT (on-the-job-training) trainees. By comparison, such persons

TABLE 2.2

MDTA STATUS AND SEX

(SELECTED COMPARISONS, INTERVIEW SAMPLE DRAWN AND TEN PERCENT SAMPLE)

Sex	Enrolled for Training*	Completed Training	Rej'd. by MDTA	Rej'd. MDTA	ES Registered Sample
Male	52.9	42.2	41.1	47.1	59.0
Female	47.1	57.8	58.9	52.9	41.0
Total	100.0	100.0	100.0	100.0	100.0
N=	174	83	56	155	1958

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*Includes completed, in training, dropouts, and did not report.

represent over one-third of the unemployed." (P. 132.) The Report also notes that the proportion of the less educated among trainees enrolled was higher in the year 1964 than in 1963.

As shown in Table 2.3, the representation of the uneducated among persons enrolled for training and among those who completed training in the population under study fell short of the national averages. From our ten percent sample of the registered population, it is estimated that 16.4 percent completed seven years or less of school; almost 31 percent had no more than eight years of education. But only 6 percent of those enrolled in courses had eight years or less of school. In contrast, over half of those enrolled had completed high school as against an estimated 29 percent for the population from which trainees are potentially drawn.

Questions posed in the course of interviewing permit some elaboration of educational backgrounds of persons who were included in our "Interview sample completed." (See Table 2.4.) For purposes of evaluating the differential characteristics of those accepted for training, the no contact group averages should be considered as representing an estimate of the distribution in the larger population of Employment Office registrants.

These findings suggest that persons selected for training (in particular, those who completed courses in which they had enrolled) possessed educational advantages above those indicated by the index of years of school completed. About 40 percent of those who completed MDTA courses had had some vocational training in high school, and 15 percent

TABLE 2.3

MDTA STATUS AND EDUCATION

(SELECTED COMPARISONS, INTERVIEW SAMPLE DRAWN AND TEN PERCENT SAMPLE)

Highest Grade Completed	Enrolled for Training*	Completed Training	Rej'd. by MDTA	Rej'd. MDTA	ES Registered Sample
Less than 8 years	1.6	3.6	7.2	3.8	16.4
8 Years	4.6	3.6	7.1	6.5	14.4
Some High School	23.0	16.9	35.7	27.1	31.2
Completed High School	53.0	54.2	46.4	51.6	29.0
Some College	14.9	19.3	3.6	9.7	6.1
Completed College or More	2.3	2.4	0.0	1.3	1.1
No Data	0.6	0.0	0.0	0.0	1.8
Total	100.0	100.0	100.0	100.0	100.0
N=	174	83	56	155	1958

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*Includes completed, in training, dropouts, and did not report.

TABLE 2.4

MDTA STATUS AND PREVIOUS VOCATIONAL TRAINING

(INTERVIEW SAMPLE COMPLETED)

Previous Vocational Training	Completed Training	Dropout	Accepted Pending	Rej'd. by MDTA	Rej'd. MDTA	No Contact	
Have you had vocational training in:*			(PERCENT ANSWERING YES IN EACH CATEGORY)				
High School	39.6	21.6	16.7	32.5	27.6	20.1	
Business School	15.1	10.8	0.0	10.0	17.1	6.1	
Armed Forces	9.4	18.9	18.5	2.5	7.9	7.0	
Apprenticeship Programs	0.0	0.0	0.0	0.0	2.6	0.4	
Tech. Institute	9.4	8.1	13.0	2.5	14.5	10.5	
N=	53	37	54	40	76	229	498**

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*Multiple answers permitted.

**Includes two persons in training and seven who did not report for training for whom detail is not shown.

in a business school. The comparable percentages for the no contact group were 20 and 6, respectively. In both groups about 10 percent reported some training in a technical institute and an equal proportion of the completed had some vocational training in the armed forces. Interestingly, over 30 percent of those rejected for training reported having had some vocational training in high school. Finally, it may be noted that only three persons in the entire "interview sample completed" had had apprenticeship training.

Race

In the absence of information with respect to racial origin on the ES-511 card, the "interview sample completed" must be relied on for the relevant data. These are shown in Table 2.5, where the no contact class, a subsample drawn from the "ten percent sample" of the ES-511 cards, may be taken as an estimate of the distribution in the population as a whole.

So far as racial composition of the several categories is concerned, in the no contact group 55.1 percent were Negro, 40.6 percent were white, and 2.6 percent were of Puerto Rican origin. On the other hand, the completed course category shows 62.2 percent Negro, 30.2 percent white, and 3.8 percent of Puerto Rican origin. In Table 2.6 it may be seen that of the Negroes placed in training courses, 56 percent completed them, 32.2 percent dropped out, and 8.4 percent did not report. On the other hand, only 47 percent of the whites in training completed the courses, while 47 percent were dropouts, and 6.0 percent did not report.

TABLE 2.5

MDTA STATUS AND RACE
(INTERVIEW SAMPLE COMPLETED)

Race	Completed Training	Dropout	Accepted Pending	Rej'd. by MDTA	Rej'd. MDTA	No Contact	
White	30.2	43.2	29.6	27.5	35.5	40.6	
Negro	62.2	51.4	64.8	70.0	59.2	55.1	
Puerto Rican	3.8	0.0	3.7	2.5	0.0	2.6	
No Data	3.8	5.4	1.9	0.0	5.3	1.7	
Total	100.0	100.0	100.0	100.0	100.0	100.0	
N=	53	37	54	40	76	229	498*

*Includes 2 persons in training and 7 who did not report for training for whom detail is not shown.

TABLE 2.6

RACE AND COURSE ENROLLMENT
(INTERVIEW SAMPLE COMPLETED)

	Negro	White
Completed Training	56.0	47.0
In Training	3.4	0.0
Dropout	32.2	47.0
Did Not Report	8.4	6.0
Total	100.0	100.0
N=	59	34

Negroes were also more prevalent in the other categories. They were found more frequently than whites in the group that was "rejected by MDTA." They also outnumbered whites in the "dropout" category; but less markedly so. Relatively, the Negroes tended more frequently to use MDTA services, although it should be noted, MDTA services touched only a very small proportion of the total Employment Service population.

Birthplace

Newark's population throughout this century has contained a high proportion of immigrants and children of immigrants. In the early years of the century it was the Europeans who came to Newark to gain a footing in the new world. Since the end of World War II, migration has continued; but now it is Americans moving in from the southern states and, in more recent years, from Puerto Rico. Tables 2.7 and 2.8 reflect these movements, but not completely. It will be recalled that the geographic scope of our sample is the Newark Labor Market Area. The influx from the South has been concentrated in the City of Newark and has been accompanied by a simultaneous movement out of the central city to suburbs contained for the most part in the larger labor market area. While the present study yielded no data to document the point separately for the City of Newark, it is reasonable to assume that the more recent in-migrants are characterized by lower levels of skill and education, are less likely to gain access to MDTA training programs, and when unemployed are more likely to be found among the hard core unemployed in the central city.

TABLE 2.7

MDTA STATUS AND PLACE OF BIRTH (INTERVIEW SAMPLE COMPLETED)

Where were you born?	Completed Training	Dropout	Accepted Pending	Rej'd. By MDTA	Rej'd. MDTA	No Contact	
Newark	30.2	35.2	27.8	17.5	23.7	26.2	
Other Northeast	24.6	37.8	31.5	20.0	30.3	24.9	
South	32.0	13.5	33.3	50.0	38.2	35.0	
Puerto Rico and Foreign	7.5	8.1	7.4	12.5	3.9	13.5	
Other	5.7	2.7	0.0	0.0	3.9	0.4	
No data	0.0	2.7	0.0	0.0	0.0	0.0	
Total	100.0	100.0	100.0	100.0	100.0	100.0	
N=	53	37	54	40	76	229	498*

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*Includes 2 persons in training and 7 who did not report for training, for whom detail is not shown.

TABLE 2.8

MDTA STATUS AND PLACE OF RESIDENCE PRIOR TO AGE 16

(SELECTED COMPARISONS, INTERVIEW SAMPLE DRAWN AND TEN PERCENT SAMPLE)

Place of Residence Prior to Age 16	Enrolled for Training*	Completed Training	Rej'd. by MDTA	ES Registered Sample
Newark	32.1	28.9	28.6	22.1
Other Northeast	25.8	25.3	17.9	23.4
South	18.3	20.5	44.6	24.7
Puerto Rico and Foreign	9.7	13.2	3.6	11.9
Other	0.4	0.0	0.0	2.7
No Data	13.7	12.1	5.3	15.2
Total	100.0	100.0	100.0	100.0
N=	174	83	56	1958

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*Includes completed, in training, dropouts, and did not report.

Table 2.7 shows that among the no contact members of our "interview sample completed," some 26.2 percent were born in Newark; another 25 percent were born in other sections of the Northeast, and 35 percent in the South. MDTA status does not show any marked relationship to birthplace, although it might be noted that a somewhat higher proportion of those who gained access to training, and particularly those who dropped out before completing a course, were born in Newark or in the Northeast. But among those who completed training, the proportion born in the South was only slightly lower than might have been expected on the basis of the distribution of the no contact group. On the other hand, 50 percent of those rejected for training were born in the South and 12.5 percent in Puerto Rico.

Table 2.8, showing place of residence prior to age 16, may be taken to indicate the locale in which sample members secured their elementary and a large part of their secondary education. Differences in the quality of early education may have been a factor in acceptance or rejection for training inasmuch as the General Aptitude Test Battery was used as a selection criterion for most courses.

Among the group accepted for training, those who spent most of their early years in Newark tended to be represented in higher proportion than in the population as a whole, while those from the South were relatively underrepresented. At the same time, however, a rather high proportion of those rejected for training had lived in Newark prior to age 16. Nevertheless, it is still true that of those who were rejected for training, the largest proportion spent their early years in the South.

Marital Status and Family Composition

Table 2.9 presents certain summary figures comparing marital status of those enrolled in training with the distribution in the population as a whole, as estimated from our "10 percent sample." In Table 2.9 are shown the estimates derived from our "interview sample drawn" and the "interview sample completed" of those enrolled and those completing training. The first point to note is that in the interview sample drawn, the proportion of married persons among trainees enrolled and among those completing training courses (55.2 percent and 55.4 percent, respectively) coincided almost exactly with the estimate of the proportion married in the entire population of persons registered in the three Employment Service offices--55.9 percent. Single persons were underrepresented among both the entire group enrolled and the segment completing training. On the other hand, persons separated or divorced are represented in higher proportions than one would expect given the distribution in the population as a whole.

This might suggest that MDTA affords a means of acquiring some marketable skill to unskilled women from broken families. The results are not conclusive, however, as to the numbers who conceivably could take advantage of the opportunity.

Of the 16 persons interviewed who were either separated or divorced, nine were Negro males, six were Negro females, and one was a white female. Seven of the Negro men dropped out of training before completing the courses, and two of the Negro women dropped out. Most of the men who dropped out had obligations to support dependents quite similar to those facing the married males.

TABLE 2.9

MDTA STATUS AND MARITAL STATUS

Marital Status	Enrolled For Training		Completed Training		
	Interview Sample Drawn	Interview Sample Completed	Interview Sample Drawn	Interview Sample Completed	ES Registered Sample
Single	19.5	20.2	21.7	13.2	28.3
Married	55.2	60.7	55.4	69.8	55.9
Widowed	5.1	4.0	4.8	5.7	4.8
Separated or Divorced	20.2	15.1	18.1	11.3	9.7
No data	0.0	0.0	0.0	0.0	1.3
Total	100.0	100.0	100.0	100.0	100.0
N=	174	99	83	53	1958

2 OF 3

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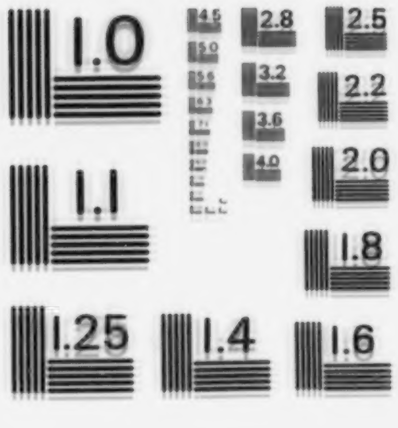
1.0
4.5
5.0
5.6
6.3
7.1
8.0
2.8
3.2
3.6
4.0
2.5
2.2
2.0
1.1
1.8
1.25
1.4
1.6

MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS-1963-A

In Table 2.9 attention is called to the fact that, as might be expected, more success was had in tracing and completing interviews with married respondents than with single, separated, or divorced respondents.

Table 2.10, based on our "interview sample completed," suggests some additional relationships between MDTA status and family composition. Comparing the categories _completed training_ and _no contact_, a slightly higher proportion of the former is found reporting membership in a nuclear family or couple. "The completers" were less likely to be living alone, or as members of a confused family structure than the _no contacts_. Those rejected by MDTA were more like the _no contact_ group than like "the completers" with respect to family composition. With reference to family structure these findings suggest that the member of a family conforming to accepted norms tends more readily to be selected for training. However, it is of significance to note that those who are living alone tend to be found relatively more frequently among the dropouts and among those who reject training.

The number of dependents for whom a potential trainee has financial responsibility might be expected to affectthe decision of whether to apply for, accept, and complete training. The direction of effect is not altogether certain. High pressure for immediate income would be expected to militate against acceptance of a more or less prolonged period of training; on the other hand, the availability of allowances graduated in size according to the number of dependents would counter the disinclination to accept training for those whose immediate alternative earning opportunities are not substantially more attractive.

TABLE 2.10

MDTA STATUS AND FAMILY STRUCTURE (INTERVIEW SAMPLE COMPLETED)

Family Structure	Completed Training	Dropout	Accepted Pending	Rej'd. By MDTA	Rej'd. MDTA	Contact	
Couple	18.9	5.4	3.7	12.5	6.6	15.3	
Nuclear Family*	49.1	37.9	51.8	40.0	47.4	40.2	
Nuclear Family + Parents	3.8	0.0	0.0	2.5	2.6	0.9	
Respondent Living Alone	7.5	13.5	9.3	10.0	13.2	11.8	
Respondent, Parent and Child	9.4	8.1	9.3	15.0	6.6	6.1	
Respondent, and Non-nuclear Family	11.3	21.6	18.5	15.0	17.1	17.0	
Confused Family**	0.0	10.8	7.4	5.0	5.2	8.3	
No data	0.0	2.7	0.0	0.0	1.3	0.4	
Total	100.0	100.0	100.0	100.0	100.0	100.0	
N=	53	37	54	40	76	229	498***

*Nuclear family: Includes father, mother, and their children only.

**Confused family: Some family structure unlike others listed.

***Includes 2 persons in training and 7 who did not report for training for whom detail is not shown.

As for those with few or no dependents, some in our sample are known to have been ineligible for a subsistence allowance, but accepted training nevertheless.

Data in respect to the relationship explored here (shown in Table 2.11) do not disclose any clear-cut differentiation among the several categories of MDTA status. They do show that most sample members had very few dependents, with almost half reporting none. In respect to those who completed training, this relationship is to be expected from the fact that almost 40 percent of the group were married women. Interestingly, a relatively high number of dependents is reported by those who were accepted pending the opening of a training program. While no definitive explanation of this can be adduced, it may be suggested that the pressure of dependents explains in part why some of those placed in the pending file never enrolled in a program. They simply could not wait for a course opening.

B. Employment Status and Occupational Characteristics

It may be surmised that in judging the qualifications of an applicant for training, the selection and referral officer assigns some weight to the quality of past attachment to the labor force and to occupational background. For this reason the relationship between these characteristics and MDTA status of our sample members was explored. The analysis is based on work histories covering the period January 1961 to July 1965 and collected in the course of interviews conducted during the summer of 1965. These are supplemented, where possible, by data from ES-511 cards and the MT-101 forms.

TABLE 2.11

MDTA STATUS AND NUMBER OF DEPENDENTS (INTERVIEW SAMPLE COMPLETED)

Number of Dependents	Completed Training	Dropout	Accepted Pending	Rej'd. By MDTA	Rej'd. MDTA	No Contact	
None	49.0	40.6	29.6	42.5	46.1	47.2	
1	13.2	16.2	11.1	15.0	13.2	18.8	
2	11.3	5.4	20.4	20.0	3.9	10.5	
3	5.7	8.1	20.4	7.5	14.5	7.0	
4	9.4	2.7	11.1	7.5	7.9	5.2	
5 and Over	11.4	13.5	0.0	5.0	7.8	4.7	
No Data	0.0	13.5	7.4	2.5	6.6	6.6	
Total	100.0	100.0	100.0	100.0	100.0	100.0	
N=	53	37	54	40	76	229	498*

*Includes 2 persons in training and 7 who did not report for training for whom detail is not shown.

Employment Status

The number of months in the period during which our sample members were employed, unemployed, or out of the labor force are shown in Table 2.12. Comparisons by MDTA status suggest that opportunities afforded in the Newark Area induced some, whose attachment to the labor force was relatively tenuous, to secure training for the purpose of entering or re-entering the labor force. Taking the months from January 1961 to June 1965 as a whole, those interviewees who had completed training courses were out of the labor force for longer periods than sample members who had had no contact with MDTA, even after the months spent in training are subtracted from the total.

But perhaps even more significant to the point is the relative number who were out of the labor force during the month preceding the beginning of training courses. This is shown in Table 2.13 for those completing courses and those who dropped out. The number of trainees who entered training while out of the labor force appears significantly large for those who completed; among the dropouts the proportion was considerably lower.

One should note that the designation of employment status is based on interpretation of work history data secured in interviews and is not always perfectly clear or consistent. The best judgment possible was made. It is well known that the line to be drawn between unemployed status and not in the labor force is very frequently blurred. Additionally, some of those classified as "employed" in the table had a record of odd jobs during most of the work history period.

TABLE 2.12

MDTA STATUS AND EMPLOYMENT STATUS
(January 1961 to July 1965)
(AVERAGE NUMBER OF MONTHS)

Employment Status	Completed Training	Dropout	Accepted Pending	Rejected By MDTA	Rejected MDTA	No Contact	
Employed	30	33	39	32	34	37	
Unemployed	7	9	10	7	10	8	
Not in Labor Force	13	10	6	16	11	10	
In Training	5	3	0	0	0	0	
Total (Months)	55	55	55	55	55	55	
N=	53	37	54	40	76	229	498*

*Includes 2 persons in training and 7 who did not report for training, for whom detail is not shown.

TABLE 2.13

EMPLOYMENT STATUS DURING MONTH PRIOR TO ENTERING TRAINING

	Completed			Dropout		
	Male	Female	Total	Male	Female	Total
Employed	36.4	32.3	34.0	37.5	38.5	37.8
Unemployed	36.4	29.0	32.1	54.2	38.5	48.6
Not In Labor Force	22.7	35.5	30.2	8.3	15.4	10.8
No Data	4.5	3.2	3.7	0.0	7.6	2.8
Total	100.0	100.0	100.0	100.0	100.0	100.0
N=	22	31	53	24	13	37

It seems unmistakable, however, that training offered some persons an opportunity to acquire the skills necessary to shift from intermittent employment, seasonal work, or odd jobs to a stable job with some security. As shown in the next chapter, among those who completed training this was relatively more true of the women than of the men.

The conclusion just noted touches on a fundamental question: At what segment of the unemployed or underemployed can or should government-sponsored training or retraining be aimed? The present study suggests that MDTA was helpful in solving the employment problem of those without a firmly fixed occupation, but capable of meeting the demands of training in occupations which, for them, represented a measure of progress and stable employment. However, the evidence is that MDTA was not able to meet the needs of those who were forced to quit an occupation of long standing for various reasons. Almost 10 percent of the no contact group had lost a long-term job (lasting four or more years) during the work history period and had not worked since. Another 10 percent worked for one or more employers after the loss of a long-term job. Only 6 percent of those who completed training reported the loss of a long-term job and all worked subsequently.

Although the data do not permit a detailed description of the cases, it may be assumed that of those in the no contact category who lost a long-term job, some were the victims of outmoded skills. But retraining in such cases may well require courses differing in content and duration from those designed for persons with the work backgrounds of our completed training group. As will be shown in the courses listed in the next chapter, and in the comments of trainees, the organization of training in the Newark Area may not have been capable of meeting the needs of the former group.

Occupational Background

The question to be answered is the following: Is there any discernable relationship between occupational background and selection for training? The final column in Table 2.14 shows the estimated distribution of the registered population by major occupation group. The preponderant occupations of males are in the semi-skilled (30 percent) and the unskilled (32 percent) classifications. Skilled workers constitued some 16 percent of the total, while service occupations, including domestic, personal, and building service, accounted for approximately 13 percent. Comparison with the occupational distribution of males who were enrolled for training shows only a mild tendency for trainees to be selected rather more frequently from the unskilled. On the other hand, the women selected for training came preponderantly from the clerical occupations. Half of them had last worked in the clerical field, but only one-quarter of the women in the registered population were in the clerical group. The selection process or the courses available yielded comparatively less opportunity for women whose most recent job was in semi-skilled or unskilled work.

Table 2.14 also shows occupational distributions of persons rejected by MDTA and those who rejected the opportunity to enter a training course. Among those rejected, work backgrounds in service jobs were especially prevalent: 40 percent of the men and about 25 percent of the

TABLE 2.14

MDTA STATUS AND OCCUPATION OF MOST RECENT JOB

Occupation	Enrolled For Training*		Rejected By MDTA**		Rejected MDTA**		Employment Service Registered Sample***	
	Male	Female	Male	Female	Male	Female	Male	Female
Professional and Managerial	0.9	2.3	0.0	0.0	1.5	0.0	1.3	1.0
Clerical	7.1	50.6	10.0	27.4	8.8	46.2	5.4	25.8
Sales	0.9	14.1	0.0	6.9	1.5	6.4	4.1	4.3
Service	12.5	9.4	40.0	24.2	23.5	25.6	12.6	12.4
Skilled	12.5	1.2	0.0	0.0	14.7	0.0	15.6	2.9
Semi-skilled	27.7	14.2	30.0	24.2	25.0	11.5	29.5	35.9
Unskilled	38.4	8.2	20.0	17.3	25.0	10.3	31.5	17.7
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
N=	111	85	20	29	68	78	1071	752

Sources
*MT-101 Forms
**ES-511 Cards, "interview sample drawn"
***ES-511 Cards, "ten percent sample"

women. However, approximately one-quarter of the men and women who rejected the opportunity for training worked most recently in service jobs. On the other hand, some 15 percent of the males who rejected training were skilled workers.

C. Psychological Characteristics

In making selection decisions, MDTA personnel place heavy reliance on scores earned by applicants in the GATB tests. However, counsellors and selection officers occasionally "take a chance" on an applicant even if his test scores fall short of standard minimum qualifications. In these cases judgments are made on grounds variously described as the "motivation" or the "interest and attitudes" of applicants. But it is readily conceded by the selection officers that these judgments are little more than guesses based on impressions gained through interviews and through examination of applicants' past occupational records. Many of the operating officials concerned with MDTA felt the need for more objective instruments to reinforce current methods of appraisal.

The present study addresses itself to this problem in several ways. An exploratory attempt was made to devise an objective measure of motivation to work which is then tested in reference to known attributes of members of the "interview sample completed." The theoretical foundation of the motivation measure, the operational definitions of its components, and the effort to test its reliability and validity are discussed in a separate report, which may be had on request from Library, Institute of Management and Labor Relations, Rutgers - The State University, New Brunswick, New Jersey.

Additionally, taking advantage of the opportunity offered by a personal interview, we sought to test in rather broad terms the accuracy of the "guesses" made by selection personnel. Utilizing a set of psychological measures, either drawn from the literature or developed for purposes of this study, an attempt was made to relate the attitudes of sample members to MDTA status. Analysis of the results is presented in this section. But before turning to such analysis it is of interest to discuss the distribution of scores gained on GATB or SATB (Specific Aptitudes Test Battery) by sample members in the several categories of MDTA status.

Test Scores and MDTA Status

Ideally, data which compare individual test scores relevant to each course should be used. However, in the absence of the necessary data by course, analysis was restricted to comparison of average score distributions on each of the aptitude tests for individuals classified by MDTA status.

Test scores recorded on ES-511 cards were available for approximately 350 persons. The number in each category of MDTA status is shown in Table 2.15. As would be expected, those in the no contact group were least likely to have been tested. Also to be noted is the fact that in most cases the GATB rather than the SATB was administered.

Table 2.16 summarizes the scores on the several subsets of the GATB; shown are the proportions of those tested who scored over 96. So far as the intelligence test (G) is concerned, 52.9 of those who completed training and 51.7 percent of those who dropped out scored over 96.

TABLE 2.15

MDTA STATUS AND TYPE OF TEST TAKEN (IN PERCENT)

Type of Test Taken	Completed Training	Dropout	Did Not Report	Accepted Pending	Rejected by MDTA	Rejected MDTA	No Contact
No Test Data Available	20.5	21.7	27.3	38.6	17.9	62.0	87.6
SATB	2.4	4.1	9.1	5.1	8.9	1.9	3.1
GATB	77.1	74.2	63.6	66.3	73.2	36.1	9.3
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0
N=	83	74	11	98	56	155	386

Total 863*

*Number of members of the Interview Sample Drawn whose ES-511 cards could be checked for the presence of test scores or who were tested as part of our data collection procedure.

TABLE 2.16

MDTA STATUS AND THE PROPORTIONS SCORING 96 OR OVER* ON THE VARIOUS SUBTESTS OF THE GENERAL APTITUDE TEST BATTERY**

(IN PERCENT)

	Completed Training	Dropout	Accepted Pending	Rejected By MDTA	Rejected MDTA	No Contact
Intelligence (G)	52.9	51.7	24.3	11.6	24.1	26.2
Verbal Aptitude	60.7	62.6	30.4	23.3	41.4	38.1
Numerical Aptitude	63.7	49.1	22.8	4.4	38.3	27.2
Spatial Aptitude	40.9	46.6	32.8	14.0	21.7	31.8
Form Perception	60.7	46.6	22.1	15.2	31.6	19.2
Clerical Perception	69.7	60.3	42.0	31.0	62.6	47.8
Motor Coordination	81.9	56.2	56.0	47.9	56.0	44.0
Finger Dexterity	44.0	51.7	33.0	39.5	42.2	26.0
Manual Dexterity	69.7	56.9	49.3	52.3	51.7	37.6
Total Number Tested***	66	58	70	46	60	54

*A series of tables showing detailed percentages for each subtest is available on request from the Library, Institute of Management and Labor Relations, Rutgers - The State University, New Brunswick, New Jersey.

**There were minor variations in the numbers tested in each subtest.

***Data for eight individuals in the Did Not Report category are not reported in detail.

In contrast, only 11.6 percent of those who were rejected for training scored over 96. Those individuals who did not get into training--that is, were either accepted pending the start of training, or themselves rejected training, or never had any contact--on the average showed lower scores on the general intelligence test; only about 25 percent in each of these latter categories scored over 96 on the general intelligence test. The general intelligence test scores do distinguish between those selected for training and those rejected by MDTA. However, they do not discriminate effectively between those who completed training and those who dropped out. The same conclusion holds when the verbal aptitude and the spatial aptitude scores are analyzed by MDTA status.

The data on clerical perception contain indications similar to those related to intelligence. In this case 69.7 percent of the completers, 60.3 percent of the dropouts, and 31 percent of those who were rejected scored 96 or over. Again, it is clear that those who were accepted to start training showed a considerably higher set of scores, on the average, than those who were rejected for training. Of those who had rejected the MDTA training course, 62.6 percent scored 96 or over. This may indicate that some of those with high clerical perception abilities felt that they could get jobs on their own, and therefore rejected the training opportunity.

The subtest for numerical aptitude shows that 63.7 percent of those who completed training scored 96 or over, whereas 49.1 percent of those who dropped out and only 4.4 percent of those who were rejected from training scored over this cutoff line. These findings indicate that numerical aptitude appears to function as a discriminator among individuals in these three MDTA categories.

With reference to form perception, Table 2.16 again indicates that those who completed training showed a much higher proportion above the 96 cutoff score than those who were rejected. The figures here are 60.7 percent and 15.2 percent, respectively. Further, a substantial proportion of those who dropped out (46.6 percent) showed a score of 96 or over. The indication is, therefore, that this measure of form perception could have operated as a selection criterion which differentiated these three groups.

Table 2.16 also indicates that 81.9 percent of those individuals who completed training programs scored 96 or over on the motor coordination subtest. Among those who dropped out and those who were rejected by MDTA, 56.2 percent and 48 percent, respectively, scored 96 or over.

With reference to the finger dexterity test, as shown in Table 2.16, 44 percent of those who completed training scored 96 or over, whereas 51.7 percent of those who dropped out scored 96 or over, and 39.5 percent of those who were rejected for training scored 96 and over. Among the no contacts only 26 percent scored 96 or over. This may indicate that individuals who are high on this kind of aptitude would tend to find work on their own and not have contact at all with the Employment Service.

The manual dexterity test, as can be seen from Table 2.16, shows some interesting differences. Over 69 percent of those who completed training showed a score of 96 or over, and some 57 percent of those who dropped out scored 96 or more. On the other hand, 52.3 percent of those rejected scored 96 or more on this aptitude test. While the differences shown here are less drastic than those found in other subtests, the tendency is for the completers to attain higher scores, the dropouts to fall somewhere in the middle, and those rejected to be on the lower side, but in this case, not much lower than the dropouts.

In summary, several conclusions may be drawn from studying the aptitude test scores and their relationship to MDTA status. The first is that the tests did indeed distinguish between those accepted and those rejected for training. Secondly, several of these aptitude tests did not discriminate between those who completed the training courses and those who dropped out. There are exceptions, as can be seen for instance, in the numerical aptitude test and the form perception test. The third point is that, by and large, those individuals in the no contact group who were tested tended to score low on these aptitude measures. The persons who rejected MDTA training scored relatively low on some aptitudes but high on clerical perception, motor coordination, and manual dexterity. Finally, the apparent deficiency of those rejected is more pronounced in the numerical, verbal, spatial, and general intelligence subtests than in the motor coordination and manual dexterity areas.

Psychometric Readiness Test

The Psychometric Readiness test may be considered a crude literacy test. It is sometimes used as a screening test for deciding whether to give the verbal or nonverbal form of the GATB. The results for the interview sample completed are available for two parts of the test and are shown in Table 2.17.

The test is composed of 12 sentences which the respondent is asked to read and is scored according to the number read correctly. The respondent is then asked to select from five alternatives the word that most nearly agrees in meaning with a key word in the sentence which appears in capital letters. Scores on both segments of this test vary from 0 to 12. Past studies (New Jersey Employment Service) have shown that an average score of 9 on the two segments should be reached before a person can be considered capable of taking the GATB under normal conditions.

Clearly, members of this sample do better in reading than in word definition as is shown in Table 2.17. Almost all of those individuals in the sample who were enrolled in training courses received a score of 9 or more in the reading section of the test, whereas 15 percent of the individuals in the no contact category failed to achieve this score. It is also interesting to note that only 3.8 percent of the completers and 10.8 percent of the dropouts scored less than 9 on the definition section of the test. On the other hand, some 28 percent of the accepted pending, 20 percent of those rejected by MDTA, and 25 percent of the no contacts failed to do so. These results indicate that the cutoff score of 9 on the definition section of the test might have been a useful selection criterion for the kinds of courses given in Newark during the period covered by this study.

Another possible inference from these data, which is reinforced by the GATB scores, is that a substantial segment of the Employment Service "active file" population would need basic training in reading skills before qualifying for the type of courses given in Newark under MDTA during

TABLE 2.17

MDTA STATUS AND PSYCHOMETRIC READINESS SCALE (INTERVIEW SAMPLE COMPLETED)

Number Read Correctly	Completed Training	Dropout	Accepted Pending	Rejected By MDTA	Rejected MDTA	No Contact	
Under 9	1.9	5.4	7.5	5.0	6.5	15.3	
9 or 10	9.4	24.3	13.0	30.0	13.2	20.5	
11 or 12	83.0	67.6	77.6	62.5	77.7	57.6	
No Data	5.7	2.7	1.9	2.5	2.6	6.6	
Total	100.0	100.0	100.0	100.0	100.0	100.0	
N=	53	37	54	40	76	229	498*
Number of Key Words Defined							
Under 9	3.8	10.8	27.9	20.0	14.4	24.8	
9 or 10	24.5	35.1	25.9	40.0	32.9	31.0	
11 or 12	66.0	51.3	44.3	40.0	50.1	37.6	
No Data	5.7	2.8	1.9	0.0	2.6	6.6	
Total	100.0	100.0	100.0	100.0	100.0	100.0	
N=	53	37	54	40	76	229	498*

*Totals include 2 persons in training and 7 who did not report for training for whom detail is not shown.

1964. Nearly one-quarter of all the no contacts, a segment of the "active file" here studied, showed a deficiency in minimum reading skill.

As pointed out earlier, when asked to discuss selection criteria or factors explaining dropouts from courses, selection officers invariably refer to characteristics such as "perspective" or "attitude" as relevant in predicting success or failure in training programs. Following is a discussion of various psychological measures utilized in the course of interviews and presented in relation to MDTA status.

Risk Taking

Recently Williams* and Williams, Foltman and Rosen** reported on their job preference inventory, a measure of risk taking propensity. Using this scale they found that among unemployed coal miners those who located other jobs showed a significantly higher risk-taking score than those who remained unemployed. These authors also disclosed that of those who found employment, the higher risk takers engaged in a greater number of job search activities and looked at a broader spectrum of jobs than did those who were lower risk takers.

This measure was made up of eight pairs of items; one item in the pair reflected high risk-taking propensity. The results in six of these pairs, shown in Table 2.18, were worth analyzing for our purposes. It

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*Williams, L. K., "Some Correlates of Risk Taking," Personnel Psychology, Vol. XVIII, 3 (1965), pp. 297-310.

**Williams, L. K., Foltman, F. F., and Rosen, N. A., Some Psychological Correlates of a Depressed Area. (Reprint Series No. 139, Ithaca, New York, Cornell University, 1963.)

TABLE 2.18

MDTA STATUS AND RISK TAKING
(INTERVIEW SAMPLE COMPLETED)
(IN PERCENT)

The kind of job I would like would be:	Completed Training	Dropout	Accepted Pending	Rejected By MDTA	Rejected MDTA	No Contact
1. A job where I am almost always on my own	71.7	75.7	50.0	55.0	65.8	60.7
0. A job where there is nearly always someone around to help me on problems I don't know how to handle	26.4	21.6	50.0	42.5	31.6	37.6
No Data	1.9	2.7	0.0	2.5	2.6	1.7
Total Percent	100.0	100.0	100.0	100.0	100.0	100.0
1. A job where I have to make many decisions by myself	79.2	78.4	51.8	60.0	67.1	60.7
0. A job where I have to make few decisions myself	18.9	18.9	46.3	37.5	30.3	38.4
No Data	1.9	2.7	1.9	2.5	2.6	0.9
Total Percent	100.0	100.0	100.0	100.0	100.0	100.0
1. A job where I have the final say on my work	64.1	59.5	25.9	30.0	50.0	48.9
0. A job where there is nearly always a person who will catch my mistakes	34.0	37.8	74.1	67.5	47.4	49.4
No Data	1.9	2.7	0.0	2.5	2.5	1.7
Total Percent	100.0	100.0	100.0	100.0	100.0	100.0

TABLE 2.18 (Continued)

MDTA STATUS AND RISK TAKING
(INTERVIEW SAMPLE COMPLETED)
(IN PERCENT)

The kind of job I would like would be:	Completed Training	Dropout	Accepted Pending	Rejected By MDTA	Rejected MDTA	No Contact
1. A job where I could be either highly successful or a complete failure	54.7	48.7	40.7	40.0	55.3	49.3
0. A job where I could never be too successful, neither could I be a complete failure	39.6	48.6	57.4	60.0	42.1	49.8
No Data	5.7	2.7	1.9	0.0	2.6	0.9
Total Percent	100.0	100.0	100.0	100.0	100.0	100.0
1. A job that is always changing	73.6	51.4	44.4	47.5	61.9	52.0
0. A job that is changing very little	24.5	45.9	55.6	52.5	36.8	47.1
No Data	1.9	2.7	0.0	0.0	1.3	0.9
Total Percent	100.0	100.0	100.0	100.0	100.0	100.0

TABLE 2.18 (Continued)

MDTA STATUS AND RISK TAKING (INTERVIEW SAMPLE COMPLETED) (IN PERCENT)

The kind of job I would like would be:	Completed Training	Dropout	Accepted Pending	Rejected By MDTA	Rejected MDTA	No Contact	
1. An exciting job, but one which might be done away with in a short time	15.1	10.8	5.6	2.5	14.5	9.6	
0. A less exciting job, but one which would undoubtedly exist in the company for a long time	83.0	86.5	92.5	97.5	84.2	88.7	
No Data	1.9	2.7	1.9	0.0	1.3	1.7	
Total Percent	100.0	100.0	100.0	100.0	100.0	100.0	
Total N for each pair of alternatives	53	37	54	40	76	229	498*

*Totals include 2 persons in training and 7 persons who did not report for whom detail is not shown.

will be noted that the completers and the dropouts are generally the higher risk takers as compared with those who had no contact with MDTA. Furthermore, those who have rejected MDTA opportunities and those who were accepted pending the development or start of a training course, showed the lowest average level of risk taking.

The final item in the scale shows an interesting concentration of the overwhelming majority of interview subjects on the side of low risk taking in responding to a question which touches on the steadiness or stability of employment. Among those who have experienced unemployment, there is a willingness to sacrifice other qualities of a job providing they can count on its offering steady employment.

Considering the items as a whole, it may be said that whatever the "hunches" the selection officer used to choose trainees, they appear to select the higher risk takers when, in fact, they are trying to choose those considered most likely to benefit from training in the sense of the likelihood of finding jobs after training. This suggests that the two are related even though a firm conclusion is not warranted on the basis of a single test.

Those who reject MDTA training comprised two groups: one consists of persons who feel secure in their ability to get jobs on their own without additional training, and the second is a smaller group that has little or no inclination to find work. The former would tend to rank above average on the risk-taking scale, the latter below average.

Persons rejected by the MDTA officer show lower risk-taking preferences as do those accepted pending the opening of a course. In the former case the selection officers may be unwittingly selecting the individuals who are higher on the job-seeking dimension (the higher risk takers) and rejecting the lower risk takers. The "accepted pending" file of individuals has been developed over a period of time. It is conceivable that when courses are started and filled the tendency is to select the higher risk takers leaving the residual group with a high proportion of low risk takers.

Perspective on Job Availability

It appeared reasonable to assume that those selected for training, given a somewhat greater measure of educational attainment and relatively greater aptitudes as revealed by the tests, would possess broader knowledge and perspective of job opportunities in the labor market. Questions were put to interviewees with a view to testing this assumption. While the responses yield no definitive grounds for assessing its validity, it is probably accurate to say that no such differentiation exists for the subjects in an interview sample completed. Whether selected for training, rejected, or not in contact with MDTA, the sample members appeared fairly uniformly to display limited knowledge of fields in which job opportunitites existed.

Present vs. Future Orientation

The next important dimension to be investigated is "present vs. future orientation." This dimension deals with the degree to which individuals consider the future as opposed to the degree to which they focus on short-term situations. It is logical to expect that people who are able to think ahead realistically would be more likely to take advantage of the opportunity to train for a future job than those who live within a day-to-day perspective.

It should be remembered that there may be an adaptive advantage for many individuals in our study sample to live on a day-to-day basis. This may be essential to immediate survival, but over the longer term it condemns them to the vicious cycle of little skill, few or no jobs, low income, etc. Unless they can develop a longer-range perspective and take instrumental steps toward a realistic goal with the aid of an effective subsidy to see them over the transition period of training, the vicious cycle will continue.

Responses to several questions allow an exploration of "present vs. future orientation" as related to MDTA status. For example, individuals in all categories were asked the following question: "There is an old saying, 'A bird in the hand is worth two in the bush.' To what extent do you agree with this statement?"

Responses recorded along a five point scale running from "strongly agree" to "strongly disagree" with the statement support the preliminary judgment that those who dropped out of courses before their completion would indicate an unusually strong preference for present certainties over future potentialities. Some 70 percent of the dropouts strongly agreed with the statement compared with percentages of just over 50 for others who had contact with MDTA and 62 percent for the no contact group. If, however, the scores for "strongly agree" and "mildly agree" are combined, one must conclude that for the sample as a whole there is an overwhelming sentiment (about 75 percent or more) emphasizing the present over the future.

However, when asked specifically, "Do you have plans for the future?" a sharper difference occurs as between those selected for training on the one hand and those either not selected or having no contact with MDTA. Responses to this question may be summarized as follows:

	(In Percent)			
	Yes	No	No Data	Total
Selected for training	68	26	6	100
Rejected by MDTA	50	50	0	100
Rejected MDTA	58	40	2	100
No contact	49	49	2	100

Additional probing in the course of the interview permitted some assessment of the kinds of expectations for the future that prevailed among sample members, again with a breakdown by MDTA status. From Table 2.19 it is evident that *the completers* are more optimistic on the average about their futures than are individuals in the other five categories. Those who have been rejected by MDTA are, as might be expected, less optimistic about their future. Interestingly enough, the distributions on this dimension for the *no contacts* and those who have rejected MDTA and the dropouts are quite similar.

With reference to their expectations for employment one year hence, Table 2.20 indicates that those who rejected MDTA help and those in the *no contact* category on the average expected *less* improvement in their situations than did the individuals in the other MDTA status categories.

TABLE 2.19

MDTA STATUS AND FUTURE PERSPECTIVE (INTERVIEW SAMPLE COMPLETED)

What do you think the future holds for you?	Completed Training	Dropout	Accepted Pending	Rejected By MDTA	Rejected MDTA	No Contact	
Pessimistic	13.2	10.8	18.5	20.0	15.8	14.4	
Undecided or don't know	15.1	32.4	20.4	25.0	27.6	27.5	
Moderate	0.0	0.0	0.0	2.5	0.0	1.3	
Optimistic	69.8	54.1	57.4	50.0	54.0	54.2	
No data	1.9	2.7	3.7	2.5	2.6	2.6	
Total Percent	100.0	100.0	100.0	100.0	100.0	100.0	
N=	53	37	54	40	76	229	498*

*Totals include 2 persons in training and 7 individuals in the did not report category for whom detail is not shown.

TABLE 2.20

MDTA STATUS AND EXPECTATIONS ONE YEAR FROM NOW INTERVIEW SAMPLE COMPLETED) (IN PERCENT)

Looking at the present situation, what do you expect to be doing one year from now?	Completed Training	Dropout	Accepted Pending	Rejected By MDTA	Rejected MDTA	No Contact	
Don't know	7.5	13.5	7.4	15.0	19.7	17.5	
Worse off	1.9	0.0	0.0	0.0	1.3	0.4	
About the same	39.7	27.0	42.6	32.5	40.9	42.8	
Moderate	39.6	51.4	48.1	52.5	31.6	34.5	
Substantial improvement	7.5	2.7	1.9	0.0	2.6	3.5	
No data	3.8	5.4	0.0	0.0	3.9	1.3	
Total Percent	100.0	100.0	100.0	100.0	100.0	100.0	
N=	53	37	54	40	76	229	498*

*Totals include 2 persons in training and 7 persons in the did not report category for whom detail is not shown.

When asked what their chances were of fulfilling their expectations, those who had completed training expressed somewhat greater optimism, with some 40 percent replying that their chances were excellent. On the whole, however, between 50 and 60 percent in all categories of MDTA status thought their chances were good or excellent.

When preferences for future jobs (see Table 2.21) are compared with expectations, preferences are more likely to be higher. In general, more people feel that what they would like one year hence is a better job than the job that they expect to have. Among preferences there is relatively more frequent mention of jobs that are moderate improvements over their present situations as compared to expectations. Also, a relatively larger number in the interview sample completed show overly optimistic preferences as compared with expectations. Interestingly enough, those who rejected MDTA training and those who had been accepted pending the start of training showed the higher frequencies of preferences in the overly optimistic category. It is also true that the discrepancy between aspirations (preferences) and expectations is highest for those who have rejected MDTA help.

TABLE 2.21

MDTA STATUS AND PREFERENCES FOR EMPLOYMENT ONE YEAR FROM NOW
INTERVIEW SAMPLE COMPLETED
(IN PERCENT)

What would you like to be doing one year from now?	Completed Training	Dropout	Accepted Pending	Rejected By MDTA	Rejected MDTA	No Contact	
Don't know	7.5	8.1	7.4	2.5	2.6	5.7	
About the same	17.0	16.2	14.8	20.0	13.2	27.9	
Moderate Improvement	62.3	70.3	57.4	67.5	60.5	51.5	
Substantial improvement	9.4	2.7	14.8	10.0	18.4	11.8	
No data	3.8	2.7	5.6	0.0	5.3	3.1	
Total Percent	100.0	100.0	100.0	100.0	100.0	100.0	
N=	53	37	54	40	76	229	498*

*Totals include 2 persons in training and 7 individuals in the did not report category for whom detail is not shown.

III

THE TRAINING EXPERIENCE

Having described the attributes of the population under study in Chapter II, the present chapter contains a description and analysis of the perceptions and attitudes toward training of persons comprising the interview sample completed and an evaluation of the post-training experience of those who had enrolled in training courses. But before presenting these findings it is necessary to discuss the number and types of courses organized and available to potential trainees.

A. Number and Types of Courses Organized

In addition to performing the functions already discussed, namely those of screening and evaluating applicants for training, the selection and referral officer also has responsibility for proposing new courses. Under the Act a new MDTA training course may be organized when there is a reasonable expectation that employment opportunities will exist in a given occupation during the subsequent 12-month period; and providing qualified trainees are available. Thus, proposals for new courses have their basis in judgments with respect to conditions of demand in the labor market and knowledge of the qualifications of potential applicants for training. So far as market needs are concerned, decisions are based on information derived from contacts with employers by Employment Service representatives and from job orders currently on hand. The availability of qualified applicants is determined in part by the backlog in the MT-511 files and in part through current contacts with applicants by MDTA and counselling personnel.

A new course proposal is presented for review in the first instance to the tri-partite Manpower Advisory Committee in the area. In the Newark area only one course proposal has ever met with rejection by the Manpower Advisory Committee.

The operation of MDTA in a given area (in particular the tenor of selection decisions) will depend on two facets of the machinery governing the organization of new courses. The first concerns the time lapse between the initial proposal of a course and the date on which trainees are enrolled. The second, and more important, is the number and variety of courses proposed and organized.

The time lapse between the initiation of a proposal and the date on which a course actually begins depends in part on how rapidly the proposal goes through the machinery of the two agencies involved. Approval of a course involves consultation among state and regional MDTA representatives. Once the course is approved, educational authorities determine its specific content and duration, the equipment needed, etc. The time consumed in the latter depends on whether the course is new to the curriculum of the vocational education agency in the area, and whether there are enough teachers, space, equipment, money, and inclination among those concerned. Information secured in the course of this study shows that the time lapse between initiation of a proposal and the beginning of a course ranges from several months to over a year for institutional courses. OJT courses are organized more rapidly in most cases.

An example of a new institutional course which required a very long time to arrange was that for meatcutters. Problems arose in developing a site for the course and in disposing of the meat used in the course of training. It took many months to solve these problems. Another case, perhaps also typical of the organization of new courses involved a proposal to train persons to repair small electrical appliances. The MT-1 form proposing the course was submitted September 25, 1963. Approval came through October 4, 1963. The MT-2 form which presents the course specifications wassubmitted in September 1964. The course was finally approved on October 14, 1964 and started on November 16, 1964.

Even more important from the point of view of determining the character of MDTA operations in the area is the fact that during the period under study the total number of courses organized, and hence the training opportunities available, was limited. There is undoubtedly an interrelationship between the number of courses offered and the importance of MDTA as a function in the Employment Service offices. The tenor of the contacts between Employment Service personnel and potential applicants for training, beginning with the employment interviewer and running through the counselling staff and the selection and training officer, depends on the number and types of courses known to be currently open. This is particularly true of the counsellors and the selection personnel. For the former it makes a great deal of difference in developing a plan for a person being counselled as to whether courses of training are currently available as a possible outlet. The same is undoubtedly true of the selection officer. Discussion with a potential trainee must have a different quality when a variety of courses are available. The person himself may not be certain whether or not he ought to get into training. The fact is that during the period of the study such openings were extremely limited.

A list of courses arranged and of the number of trainees actually entering during the period of this study is shown in Table 3.1.

It was pointed out earlier that the present study terminated at a time when two important new developments occurred in the operation of MDTA in the Newark area. Both have a direct bearing on the points just discussed. For one thing the MDTA unit has been centralized, enlarged in terms of personnel, and physically separated from the Employment Service offices. The likelihood is that MDTA training as a function of the Employment Service in the area will take on much greater stature.

But, possibly even more important, the organization and establishment of a new training facility called the Skill Center will permit a much wider variety and a more continuous series of courses. The Skill Center, at the time of writing, had been in operation for only a few months. Original plans were for offering 24 courses. Basic education will be afforded those who require it under the supervision of an expert in this field. Equally important, the Center

TABLE 3.1

COURSES ORGANIZED JANUARY 1964 TO MARCH 1965 BY TYPE OF COURSE AND NUMBER ENTERING TRAINING

Industrial Office	Number of Trainees	
Institutional		
Auto mechanic helper	29	
Auto body repairman	16	
Small appliances - electrical repairs	24	
		69
OJT		
Leather cutter	12	
Leather matcher	3	
Jewelry apprentice	9	
Inspector - hot stamping	2	
Silk screen maker	1	
Silk screen machine set-up man	2	
Service station attendant	1	
		30
Commercial Office		
Institutional		
Bookkeeping machine operator	17	
Clerk-stenographer	19	
Typist-entry	12	
		48
OJT		
Ward clerk	21	
Shipping clerk	1	
		22
		169

will have its own counsellor. Together these staff functions will permit early assessment of difficulties encountered by trainees, and in some cases allow transfer to a more appropriate course.

In addition to recruiting for training in the Skill Center, the newly organized selection and referral unit will have the responsibility of recruiting trainees for courses sponsored by the United Community Corporation, an agency set up under the anti-poverty program. Thus it is likely that within a short time the number of courses offered and of trainees will be greatly expanded.

The effect of these changes on the attitudes of Employment Service personnel is already quite evident. One counsellor pointed out that his clients are concerned with mapping out a new path, a new direction in life, and because of this he is always reluctant "to refer them to blind programs," that is, programs which may not be offered, and, if offered, may not have a definite starting date. He, like his colleagues, now considers that the new Skill Center and particularly its provision for basic training will enlarge the scope and enhance the effectiveness of counselling services.

The remaining sections of this chapter are concerned with the training experiences and attitudes of the study sample. Obviously, they have reference to the conditions prevailing before the changes just discussed. It may be suggested that comparison between our findings and those of similar research conducted in the future will permit appraisal of the significance of the changes in organization and scope of MDTA training in Newark.

B. The Training Experience

This section, based entirely on interview data, is devoted to an analysis of responses to a series of questions having to do with the respondents' perception of the selection process, and their attitudes towards training. Since the names of some interview sample members were drawn from records which were dated as long ago as January 1964, it is to be expected that some of their recollection of detail will be vague. In spite of this, some of those who completed training gave evidence of having been markedly affected by their experience and were capable of discussing it in detail.

Sources of Information About MDTA

How do potential trainees hear about training opportunities? As shown in Table 3.2, the most common source is the Employment Service Placement Offices. No doubt included in the figures are some respondents who first became aware of the possibilities of training under MDTA through posters in claims offices or through contact with the personnel of claims offices. It may also be noted that about one-fifth of those accepted pending the opening of a training course and those rejected by MDTA initially learned of MDTA training from newspapers. Some of these presumably were individuals not registered with the Employment Service at the time they became aware of training.

Of particular interest is the fact that over 30 percent of our interviewees who had had no contact with MDTA were nevertheless aware of the existence of the program. Some 13 percent had apparently

TABLE 3.2

MDTA STATUS AND SOURCE OF INITIAL INFORMATION ABOUT MDTA TRAINING

Source of Information	Completed Training	Dropout	Accepted Pending	Rejected by MDTA	No Contact
Employment Service	82.9	67.6	64.5	57.5	13.3
Friends and relatives	5.7	13.5	3.7	5.0	8.4
Newspapers	5.7	10.8	20.5	22.5	11.1
Poster or other literature	5.7	5.4	0.0	7.5	1.3
Other or no data	0.0	2.7	11.3	7.5	9.6
Were unaware of MDTA	0.0	0.0	0.0	0.0	56.3
Total	100.0	100.0	100.0	100.0	100.0
N=	53	37	54	40	229

been informed by personnel of the placement offices, while others (12.4 percent) recalled having heard about it through newspapers, radio, or TV. But at least 56 percent of the no contact group were unaware of MDTA at the time of the interview.

Perception of the Selection Process

In order to get an understanding of the selection process as perceived by the respondents, those who had entered the selection stream were asked whether they had been interviewed, tested, advised, or offered a choice of courses.

The overwhelming majority of respondents reported that they had been interviewed and tested. (See Table 3.3.) Among those rejected by MDTA 15 percent claimed that they had not been interviewed.

TABLE 3.3

MDTA STATUS AND PREVALENCE OF SELECTION INSTRUMENTS

	Completed	Dropout	Accepted Pending	Rejected By MDTA
Did you have:				
Advice?				
Yes	58.5	54.1	51.9	42.5
No	11.3	32.4	18.5	35.0
An interview?				
Yes	92.4	86.5	81.5	67.5
No	1.9	5.4	7.4	15.0
Tests?				
Yes	88.7	86.5	87.0	87.5
No	1.9	8.1	1.9	5.0
Were you offered a choice of courses?				
Yes	28.3	37.9	29.6	7.5
No	26.4	37.8	35.2	57.5
N=	53	37	54	40

The responses offered to the remaining two questions in Table 3.2 are considerably more negative and are differentially distributed. When asked whether they had received advice, only 11 percent of the completed group and 18 percent of the accepted pending group answered "no." In sharp contrast to this, one-third of those in the dropout group reported no advice received. It should also be observed that the differences among the MDTA groups are less marked in the proportion answering "yes" to this question.

The responses offered to the question relating to choices among MDTA courses are the most negative of all the items in the Table. More people reported having received no choice and fewer reported that they did receive a choice.

In summary these responses indicate that nearly all have reported being tested and interviewed and that there is very little intergroup difference on these questions. With respect to advice and choice of courses the selectees are much more inclined to deny having received either of these. Further, those in the completed training category were much less likely to deny they had received each of the items in question (tests, interview, advice, choice) and those rejected by MDTA were most likely to deny having received the benefit of these services.

If this tabulation of responses is compared with other information on the selection process, there is general agreement. Nearly all of the selectees at this level should have been interviewed and tested as the respondents confirmed. Considering the range of different courses open at any one point in time one would expect that fewer respondents would agree that they were given a choice. And surely those rejected by MDTA should be the first to get cut off by tests, and not receive the benefit of a real discussion of alternative courses as well as "advice."

One should not impute a widespread feeling of dissatisfaction to those enrolled in courses because of a lack of choice. When asked whether they were in the right course some 70 percent of those completing training and some 57 percent of the dropouts said they had been in the right course. Only 7.5 percent of those in the completed category and 19 percent of the dropouts answered "no." To the same question 11.3 percent of those who completed a course replied that they found it "pretty hard" while about one-fifth of those who dropped out felt the same way. The rest found the course about right or pretty easy; the latter category included 55 percent of the completers and 35 percent of the dropouts.

Asked for comments and suggestions for improvement in selection procedures, interviewees felt that more people should be informed of the training possibilities but no particular methods of spreading information not already in use were mentioned. In an overall appraisal of the procedures by which trainees are selected, most of the interviewees who were accepted for training and who responded to the relevant question were favorably inclined. For example, among those who completed training, approximately half thought the methods of selecting trainees were good or very good; some 35 percent of the dropouts took the same position. On the other hand, 13 percent of the latter stated the procedures were "not so good." One-quarter of those rejected by MDTA and about 10 percent of those rejecting MDTA thought existing methods were either "not so good" or "poor."

Expectations of Applicants for Training

The interviewees were asked: "What did you feel you would get out of this course?" Table 3.3 conveys the highlights of the distribution of responses to this question. While it is not likely that questions in a structured interview can completely elicit the real reasons for seeking to enroll or enrolling in a training course,* the question does evoke some differences in the responses of the several categories of MDTA status.

Those who completed training courses emphasize the expectation that a job would result from the training (see Table 3.3). Those who failed to complete training were less likely to mention a job as the eventual result of their enrolling in a training program. It should be remembered, however, that the interview took place some time after the event in most cases. In the interval, those who had completed their training were more likely to be employed than were those in the

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*A study recently reported emphasizes the difficulty in getting at the underlying reasons for enrollment.
Cf. Attitudes and Motives of MDTA Trainees: A Pilot Investigation. Manpower Report No. 11, Office of Manpower, Automation and Training. Washington, D. C., November 1965.

other categories of MDTA status. This fact may have something to do with the reported recollection of expectations at the point of enrollment. It may also be noted that about one-fifth of this group expected to get a job with a particular employer upon completing training, a reflection, no doubt, of the promise implied in most of the on-the-job training programs organized during the period of the study.

TABLE 3.3 A

MDTA STATUS AND EXPECTATIONS FROM TRAINING

	Completed Training	Dropout	Accepted Pending	Rejected by MDTA
Job and Training	75.5	37.9	53.5	52.5
Training plus pay	0.0	18.9	9.3	2.5
Training	11.3	16.2	18.5	22.5
Pay	0.0	0.0	1.9	2.5
Experience	11.3	13.5	5.6	2.5
No data	1.9	13.5	11.2	17.5
	100.0	100.0	100.0	100.0
N=	53	37	54	40

Attitudes Towards Training

A series of questions were put to interviewees with a view to eliciting attitudes toward training in a general sense and, more particularly, for those who had enrolled, reactions to various aspects of the courses with which they were familiar. Starting at the most general level, it is a fair summary of the findings to say that both completers and droputs reacted favorably to their training experience. When asked how well they liked the course, 64 percent of the former and 51 percent of the latter said they "liked it very much." Eight interviewees, or less than 10 percent of the two groups taken together, responded with a lukewarm approval.

Another approach to determining general attitudes was attempted through the question: "Would you take another government training course if you could start over?" About 90 percent of those who completed training stated they would, but only 57 percent reported that they would take the same course. Among the dropouts 70 percent reported that they would enroll again, while almost 20 percent said they were not sure; only 39 percent would take the same course and another 30 percent would prefer to take another course. Over half of those who completed training (55 percent) would take a course even if they received no subsistence allowance, while one-quarter said they would not under those circumstances.

A generally favorable attitude toward training may also be expressed in the fact that among those who had had experience with training programs, whether as completers or dropouts a high proportion (85 percent and 76 percent respectively) would "recommend it to a friend."

By and large respondents indicated that members of their families were generally favorable to the decision to take the training, although a scattered few indicated some critical reaction. A slightly larger number offered no opinion on the question.

We turn next to a description of the reactions expressed by interviewees in respect to the quality of the courses they had experienced. Reported in Table 3.4 are the opinions of two groups of trainees (those who completed training and those who dropped out) on four aspects of the training courses. Looking at the responses of the completed training group first, greatest satisfaction is shown with the quality of instruction and equipment. More than 80 percent evaluate these two facets as being from "fair" to "good."

This same group was less likely to be as uncritically approving of either the course content or the course length. While each of the four questions were open-ended, thus permitting specific critical questions, such suggestions are offered only with regard to course content. Here 29 percent felt either that a greater variety of courses should be offered, or that a better combination of practice and theory could have been achieved, or that more material should have been added. An additional 21 percent contributed a great range of other specific suggestions.

TABLE 3.4

APPRAISAL OF SELECTED ASPECTS OF TRAINING COURSES BY COURSE COMPLETERS AND DROPOUTS

Opinions with respect to:	Completed Training	Dropouts
Content		
Content is satisfactory	32.6	13.5
Should have greater variety	7.7	5.4
Combine practice with theory	5.8	10.8
Add more material	15.4	13.5
Other	21.2	16.2
Don't know	17.3	40.6
Total	100.0	100.0
N=	53	37
Course Duration		
Too long	7.5	18.9
Just right	18.9	13.5
Too short	54.8	37.9
Depends on course	7.5	5.4
Don't know	11.3	24.3
Total	100.0	100.0
N=	53	37
Quality of Instruction		
Good	64.1	46.0
Fair	20.8	16.2
Poor	7.6	13.5
Don't know	7.5	24.3
Total	100.0	100.0
N=	53	37
Equipment		
Good	60.2	32.4
Satisfactory or fair	22.7	21.6
Poor	9.5	8.1
Don't know	7.6	37.9
Total	100.0	100.0
N=	53	37

The greatest proportion of unfavorable responses was elicited in the evaluation of course length. Fifty-five percent felt the course was too short: several persons felt the course was too long. Only 19 percent gave a clearly favorable evaluation. Generally the responses of completers showed a more favorable appraisal of the training than did those of the dropouts.

In summary, the table indicates that the great majority of interviewees approved of the quality of instruction and equipment. In respect to content the trainees would have preferred courses of greater length, added material, and a greater emphasis on practical experience.

Experience and Attitudes of Persons Rejected for Training by MDTA.

Forty persons rejected for training were included in the interview sample. Responses to questions posed in the course of the interview indicate to some extent the respondents' perception of the rejection process.

During the course of interviews with members of this group the impression was gained that they were very disappointed and discouraged as a result of being excluded from the training program. Along with these feelings of disappointment, the respondents expressed some bitter feelings toward the Employment Service.

The selection officer faces a difficult task in explaining the reasons for rejection to an applicant. But it is a task which cannot be evaded, even if it is clear to MDTA personnel that, in a given case, very little more can be done to help the rejectee.

Twenty-seven percent of interviewees who were rejected for training claimed that no explanation was given. This proportion seems unnecessarily high, even if allowance is made for faulty memory of respondents and for the possibility that some applicants who were tested and counselled did not present themselves for subsequent discussion with MDTA personnel.

As an explanation for rejection, test scores provide grounds which appear to be objective and are acceptable to rejectees. Fifty percent of the rejected interviewees felt that the explanation they had received for their failure was satisfactory; of these persons a high proportion claimed they were reconciled when their rejection was ascribed to low test scores. In the entire group rejected for training, 75 percent said the tests were fair; only 10 percent thought they were not fair, and the remainder were uncertain.

It is of interest to note that despite their rejection, 80 percent of the group still claimed they were interested in training. And, somewhat plaintively, an equally high proportion felt they could have learned the work if they had been given the opportunity.

Attitudes Toward Training of the No Contact Group.

Earlier in this chapter reference was made to the fact that 30 percent of the members of the no contact segment of the "interview sample completed" had heard of MDTA training opportunities. How familiar these persons were with the program and their attitudes toward training were elicited by additional questions. Not more than 12 percent of the group knew where to go to find out more about training, and even these respondents were rather vague. Nevertheless, when asked how they felt about training or retraining for themselves, approximately 30 percent said, "I would like to get it," but the majority (60 percent) did not comment.

Over two-thirds of the members of the no contact group stated they did not know whether a person in New Jersey can collect unemployment compensation while he is getting training. But an ovewhelming majority of interviewees, including those who themselves had expressed no interest in training, thought that the state or federal government should provide training courses for the unemployed, and only a slightly smaller proportion felt that the government should provide for living expenses during training. Asked for a general comment about government financed training programs, about 10 percent expressed themselves as being generally favorable or enthusiastic; and about 5 percent were critical. Most of the others had no opinion or comment.

C. Post-Training Experience

Assessment of post-training experience involves two types of comparison. First, employment status, occupational distribution, and earnings are compared before and after training for those who either completed training or dropped out before the end of a course. Secondly, where feasible the post-training experience of those who had access to training is compared with the experience of members of the sample who were rejected for training, rejected training, or who, while potentially available for training, never had any contact with MDTA officials.

For the most part, the data on which these comparisons are based were derived from interviews completed during the summer of 1965. Attention should be called to the differences in time intervals implicit in the second type of comparison referred to above, although there seems to be no reason to believe that these differences vitiate the comparisons drawn. Consider, in particular, the implications of comparing the position at the time of interview of those who completed training with the group which had no contact with MDTA. The former group, comprising 53 members of the "interview sample completed," entered training and completed their courses some time between January 1964 and March 1965. Thus their reentry into the labor market occurred at various points in that 15-month period. On the other hand, the 229 individuals in the "interview sample completed" who compose the no contact group were registered in the Industrial, Commercial, and Service offices of the Employment Service toward the end of 1964, when the ES-511 card files were sampled. Thus, for this segment of the sample, interviews during the summer of 1965 disclosed the labor market experience over an interval of six to eight months of persons who did not benefit from training and who were for the most part unemployed at the beginning of the period.

Employment Status at Time of Interview

Are there differences among the several MDTA categories in respect to labor force status at the time of interview? Table 3.5 shows that a little more than two-thirds of those who completed training were employed. On the other hand, 59 percent of those who rejected training and 52 percent of those who never had any contact with MDTA were employed. Of those who were rejected for MDTA training just over 42 percent were employed.

The distribution accords with plausible expectations. Those who completed training are employed in a higher proportion than any other group. More generally it is fair to say that the men and women judged qualified for training, including now the dropouts and those who did not report after being accepted, were more likely to be employed at the time of interview than either those rejected for training or those in the general pool of persons who had no contact with the MDTA selection officer. Also significant is the fact that among those who completed training the proportion unemployed in the summer of 1965 was considerably lower than in any other category. Finally, it may be noted that the selection process appears to have isolated for training that segment of the initial population which was least likely to leave the labor force.

However, the figures in Table 3.5 still leave in doubt the question as to whether the employed among those who completed training would have been capable of getting jobs, even without training, solely on the basis of the advantages they had over the average members of the initial pool of unemployed. Did some of those not contacted or rejected for MDTA drop out of the labor force or remain unemployed only because they were not afforded training?

TABLE 3.5

MDTA STATUS AND EMPLOYMENT STATUS AT TIME OF INTERVIEW

	Completed Training	Dropout	Accepted Pending	Rejected by MDTA	Rejected MDTA	No Contact	
Employed	67.9	56.8	53.7	42.5	59.2	52.0	
Unemployed	26.4	40.5	42.6	47.5	35.5	36.7	
Not in the labor force	1.9	0.0	3.7	10.0	5.3	10.9	
Part-time	0.0	2.7	0.0	0.0	0.0	0.4	
No data	3.8	0.0	0.0	0.0	0.0	0.0	
Total	100.0	100.0	100.0	100.0	100.0	100.0	
N=	53	37	54	40	76	229	498*

*Includes 2 persons in training and 7 who did not report, for whom detail is not shown.

Analysis of the differences in relevant characteristics of sample members employed, unemployed, or not in the labor force at the time of interview will suggest at least partial answers to this question. It will be obvious, however, that the small sample size in the several subcategories prevents definite tests of the issues raised.

If the training increased the likelihood of securing employment for trainees, one would expect that within a group which is uniform with respect to age, race, or educational attainment, those who had completed training would be more likely to have a job at the time of interview than those in the general population of potential trainees who did not have access to training.

Age

As of the date of interview the distribution of members of the sample by age and employment status was:

Age	Employed	Unemployed (in percent)	Not in Labor Force
45 years and under	74	71	62
over 45 years	26	29	38
Total percent	100	100	100
Number	271	186	37

There is very little difference between the employed and unemployed so far as age distribution is concerned. As expected, however, those not in the labor force tend to be more heavily concentrated in the "over 45" age group.

As shown in Chapter II, those accepted for training tended to be younger on the average than the population as a whole. In particular, among those who completed training and who were available for interviewing, 45 persons or 85 percent of the group were 45 years of age or under; the remaining eight interviewees were over 45. While the sample size is hardly large enough to yield a significant result, it may be noted that only one person over 45 was unemployed as against 13 who were 45 or under. When these are classified by sex, the rather tentative conclusion is warranted that training permitted a small number of older women to secure jobs which they might otherwise have had difficulty in securing.

Education

In the entire sample 59 percent of those employed at the time of interview had completed 12 grades or more; among the unemployed and those not in the labor force the comparable percentages were 45 and 43, respectively. Comparable figures for that portion of the sample which completed training show that among those employed 67 percent had had 12 years or more of schooling. This would suggest that the somewhat higher rate of employment of MDTA trainees could be the result of their more substantial educational attainments prior to training. But a more detailed examination of the proportion when broken down by sex shows that among the completers the overwhelming majority of persons with less than high school education were males. In fact among males who completed training and were employed at the time of interview, 65 percent had not gone beyond the eleventh grade. In contrast, 84 percent of the women had had high school training or better. Thus within the limitation of the small sample size, one is justified in suggesting that some of the men with low educational attainment had been helped by their training to secure jobs, even though, as will be pointed out later, these jobs were generally not in training-related occupations.

Race

As was suggested in Chapter II (Table 2.5), Negroes tended to enter training in proportions exceeding their representation in the entire population, as estimated on the basis of the no contact group in the "interview sample completed." The question now to be examined is: What was the relative post-training experience of whites and Negroes, so far as employment status is concerned? Some comparative figures touching on the question are summarized in Table 3.6.

It appears that among members of the entire sample a higher proportion of whites than of Negroes ended up in an employed status. The same is true when whites and Negroes who completed training are compared. But, within both groups the figures suggest that those who completed training tended to be more successful in finding jobs than either the no contact or dropout subsamples. It should be added, however, that this conclusion, for both whites and Negroes but particularly for the latter, applies with greater force to women than to the men who completed training.

TABLE 3.6

EMPLOYMENT STATUS AT TIME OF INTERVIEW BY RACE AND SELECTED MDTA STATUSES

(In Percent)

Employment Status	White				Negro			
	Entire Sample	No Contact	Completed Training	Dropout	Entire Sample	No Contact	Completed Training	Dropout
Employed	60.0	56.0	75,0	53.0	53.0	52.0	68.0	60.0
Unemployed	34.0	33.0	25.0	47.0	39,0	37.0	29.0	40.0
Not in labor force	6.0	11.0	0.0	0.0	8.0	11.0	3.0	0.0
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
N=	179	93	16	15	292	130	35	20

Occupational Change

Of the 53 people who completed training, 31 were women and 22 were men. At the time of the interview, 24 of the women and 13 of the men were employed. Fifteen of the women had been trained either as clerk-typists or business machine operators. Another seven had completed an on-the-job training course as assistant ward manager in a hospital; this work, too, involved clerical skills. A study of these cases shows that the training was unquestionably useful and instrumental for these women in securing employment. Furthermore, review of their situations both before and after the courses suggests that in almost all cases training permitted improvement in occupational status and in earnings.

Of the 22 men who completed training, 12 were employed and 9 unemployed at the time of our interview. It must be said that the men who completed training did not fare so well as the women in their post-training experience. Approximately ten men had completed courses in either auto body repair or auto mechanics. Of the ten, seven were employed at the time of interview but only two seemed clearly to be working as auto body repair men or auto mechanics. Two others were in closely related jobs involving spray-painting of autos. The remaining three were employed in jobs not related to their training. Of those unemployed, one had worked intermittently in auto body repair and another had worked for several months as an auto mechanic before becoming unemployed. Five members of our sample had completed the course in electrical appliance repair. Of these, four were unemployed at the time of interview and one was employed. Only one of the five had worked in a job related to his training.

The differences in post-training experience between the men and the women who completed training are reflected in comparative earnings before and after training. At the time of interview, the women who had been trained as clerical assistants in hospital wards were earning $85.00 for a 40-hour week. None had had earnings as high as these in the work history period prior to training. The other women who completed clerical courses and were employed in training-related occupations were earning between $60.00 and $75.00 per week. For some this meant a slight increase over prior earnings; in several cases, earnings were lower on an hourly basis than those afforded by earlier semiskilled production jobs, but the training had permitted entry into a new occupational field.

As for the men it appears that post-training weekly average earnings were largely unchanged. As indicated earlier, training for the men did not ensure entry into training-related jobs. But even if it had, it is unlikely, given the courses offered, that average earnings would have been markedly improved over those received prior to training. In effect, the measure of success perhaps ought not to be sought in comparative earnings before and after training. The training effort is important if it redirects trainees who for a variety of reasons have had to forsake long-term occupational fields, or who have known only intermittent, uncertain employment, even if no improvement occurs in average earnings.

TABLE 3.7

OCCUPATIONS OF PERSONS WHO COMPLETED OR DROPPED OUT OF TRAINING

Occupation	Occupation Just Prior to Training	Training Occupation	Occupation Present or Most Recent Job
Completed			
Professional and managerial	1	--	1
Clerical	15	30	26
Sales	3	--	0
Service	6	--	1
Skilled	2	5	5
Semi-skilled	10	18	14
Unskilled	9	--	4
Not in labor force	6	--	1
No data	1	--	1
N=	53	53	53
Dropouts			
Professional and managerial	1	--	2
Clerical	9	10	8
Sales	1	--	1
Service	7	--	3
Skilled	1	4	0
Semi-skilled	3	22	11
Unskilled	8	--	11
Not in labor force	1	--	--
No data	6	1	1
N=	37	37	37

A summary of the occupational shifts implied in the training experience for those who completed training and for the dropouts is presented in Table 3.7. Shown are the occupational distribution immediately prior to training, the occupation in which training occurred, and the present or most recent job of interviewees. The most significant change so far as those completing training are concerned is the movement into clerical occupations. Some who worked at clerical jobs at the time of interview moved into them from the unskilled or semi-skilled occupations, but most were not in the labor force or had no regular occupation in January 1961.

The contrasting situation describing the droputs is instructive. None of those who entered training in a skilled occupation apparently succeeded in securing a job of comparable skill. On the other hand, the number in unskilled occupations at the time of interview is well in excess of those in the group completing training.

Perception of Post-training Job Experience

While the impressions held by trainees with respect to the relationship between their training and their post-training job experience may not always be precisely accurate, these opinions are certainly relevant to the public reputation earned by MDTA. In an attempt to get at these impressions, interviewees were asked: "Since leaving training have you had a job for which you were trained?" About 68 percent of those who had completed training and were employed at the time of interview said they had, while some 32 percent said they had not. Of the 25 trainees who said "yes" to the preceding question, 20 stated that they had gotten their jobs as a result of the training. To be sure, it will be recalled that almost half of these were in OJT courses. At the time of interview 21 of the 25 persons were still working at their training-related jobs.

When asked why they had had difficulty in getting a training-related job, those who had never had such a job stated mainly that despite their training, employers regarded them as unqualified because they lacked experience. Even though some of those who had completed training were not working in a training-related job at the time of interview, almost all responded in the affirmative when asked whether the training course was useful to them in general.

Among those who were unemployed at the time of the interview, over half of the completers said that they had worked in a training-related job at some time since training. Again, when asked why they had not, most mentioned their insufficient training or experience. But in this group, too, when asked whether they thought the training was useful, almost all of those who had completed courses answered in the affirmative.

The Dropouts

What was the experience of those who dropped out of training courses? It will be recalled that some of these trainees stayed in the courses for a large part of the training period; others dropped out after two or three weeks.

Why did the dropouts fail to complete the courses they had enrolled in? Of the 37 persons who dropped out of courses, 24 were male and 13 were female. It may also be noted that of the male dropouts 16 were Negro and 7 were white. On the other hand, of the female dropouts, four were Negro and nine were white. Of the men who dropped out, five indicated economic reasons--mainly that the allowance was insufficient and they had to take a job.* Another seven dropped out because of illness, either their own or that of other members of their families. The remaining male dropouts gave a variety of reasons. Three mentioned that they didn't like the course or were dissatisfied with it and one dropped out because of a clash with his supervisor on an on-the-job training course.

Among those who had dropped out, 20 persons were employed at the time of interview but only three of them were in a training related job. Nevertheless, over half of the dropouts who were employed said "yes" in answer to the question: "In general, was the training course useful?"

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*Parenthetically it may be noted that only three, or 13 percent, of the men who dropped out failed to receive subsistence allowances; among those who completed training approximately 20 percent received no allowance. Thus, ineligibility for a subsistence allowance was not a primary cause of dropout. Among the women, the proportions were reversed. Whereas slightly more than half of the completers received an allowance, only 40 percent of the dropouts were eligible for subsistence payments. Unfortunately, we are unable to estimate how many of those who rejected training or failed to apply in the first place did so because they were ineligible for allowances.

The Role of the Employment Service in the Placement of Trainees

It is part of the responsibility of the Employment Service to place those who complete training courses. Indeed, it is to be expected that special effort will be exerted to place the graduates of training courses. How such efforts impress the trainees was elicited in the course of interviews.

Among the completers who were employed at the time of interview, somewhat over half stated that the Employment Service had been helpful to them in getting their first job after training, while just under half said they had received no help. The former mentioned receiving help either in lining up jobs or in providing leads for interviews in respect to jobs; but even among those who indicated that the Employment Service had not specifically helped them to secure the jobs they held, it was felt that the Service had done all that could be done by way of helping them get placed.

APPENDIX A

METHODOLOGICAL ANALYSIS

APPENDIX A

Methodological Note: Assessment of Bias in the Completed Interview Sample on Selected Items

Although an attempt was made to interview the entire Interview Sample Drawn, interviews were completed for slightly less than half that group (500 out of 1009). This section is concerned with comparisons which disclose some of the differences between interviewees and non-respondents. The data used in these comparisons are derived from the ES-511 card. For 905 of the Interview Sample Drawn we had ES-511 card data; of this number, 443 had completed interviews. The following discussion is based on comparing the ES-511 data between the group of 443 for whom we had completed interviews and the total Interview Sample Drawn (N=905).

From the available data 14 variables have been chosen as most significantly related to the study. These are listed below:

largest differences generally from 4.0 to 6.8 percent	1.	MDTA Status
	2.	Age
	3.	Marital Status
	4.	Sex
	5.	Location of Education
	6.	Primary Job Classification
	7.	Occupational Classification of Previous Jobs
	8.	Duration of Most Recent Job
some differences generally from 1.5 to 3.0 percent	9.	Highest Grade Completed
	10.	Number of Previous Jobs Listed on ES-511 Card(s)
	11.	Location of Most Recent Job
no differences generally from 0.0 to 1.5 percent	12.	Union Membership
	13.	Date of Last Contact with the Employment Service
	14.	Veteran Status

These variables have been organized on the basis of the degree of difference between the two samples. In comparing the two groups on the first eight variables, for example, there is a percentage difference in at least one of the categories compared of between 4.0 to 6.8 percent. In the next group of three variables none of the differences reported are greater than 3 percent. In the last group the differences are not greater than 1.5 percent.

The chief difference in MDTA status between the two groups is the no contact group. This group is overrepresented by about 6.8 percent in the Interview Completed group. To a somewhat lesser extent the Rejected MDTA group is also overrepresented in the Interview Completed group by 3.5 percent.

The Interview Completed group is also somewhat different in its age distribution; the older age groups (41 or more years of age) are overrepresented by some 6.5 percent while the younger age groups (20 years or younger) are underrepresented by some 6.0 percent.

Those interviewed are less often male (3.5 percent) and more often female (4.0 percent) than would be expected if the interviews had been completed on a random basis. In addition to this greater frequency of females there is a higher proportion of married persons (some 6.0 percent) completing interviews than there are among the Interview Sample Drawn. At the same time there is an underrepresentation among completed interviews of the divorced (2.3 percent) and separated (2.2 percent).

Those educated in Newark are more likely to have completed an interview than the proportion found in the Interview Sample Drawn would indicate. (There is a 6.0 percent difference.)

The last of these variables showing what has been described as fairly substantial differences deal with occupational history. It is a fair summary of these occupational differences to say that there is an overrepresentation of individuals from the clerical and sales occupations and the semi-skilled among the completed interviews (4.7 percent and 2.6 percent respectively). Underrepresentation worth mentioning occurs in the service occupations. This is based on the primary job classification established by the Employment Service office.

Another job related comparison which shows fairly large differences is duration of most recent job. Data on this variable shows that the interview group is overrepresented with respect to those reporting that their most recent job lasted six years or more (by some 6.0 percent) and underrepresented with respect to those reporting that their most recent job lasted ten months or less (by some 7.0 percent).

More modest percentage differences occurred when the two groups were compared on the highest grade completed, the location of most recent job, and the number of jobs listed.

With respect to length of education, our interviewees are underrepresented by some 2.1 percent in the category, grammar school education or less, and overrepresented by 3 percent in the category, completed high school.

The comparisons based on the job related variables, location of most recent job and number of jobs listed, indicate that the interviewees are overrepresented by 3 percent with individuals in the job location category "Other New Jersey." The interviewees are also overrepresented by 4.0 percent with individuals who have listed only one job.

Comparisons made between the interview completed group and the interview sample drawn based on the variables union membership, date of last contact with the Employment Service, and veteran status show differences of less than 2 percent.

In summary, the bias from the preceding comparisons can be inferred. One important dimension would seem to be mobility. We have apparently missed, by small percentages, the most mobile portion of the interview sample. This we infer from the tables based on age, sex, marital status, which indicate that the young, the male, and the divorced or separated portions of the Interview Drawn Sample are underrepresented. We have not done a multivariate analysis on this question so that it cannot be said that it is largely the individuals who are at once young, divorced or separated, and male who are underrepresented, though we tend to feel this is true to some extent.

The occupational data indicate the same kind of bias. The interviewees are overrepresented with individuals who are in clerical occupations, who have held their most recent jobs six years or longer. In contrast underrepresentation occurs among the individuals in service occupation and among those whose last job lasted for ten months or less. This would indicate that it is the mobile poor who are underrepresented.

Being raised in Newark is also associated with a completed interview since we see that somewhat higher proportion of the interviewees report being educated in Newark.

To a lesser extent the interviewees are better educated than the interview drawn sample.

The last difference has to do with the comparison based on the MDTA status, where the not contacted is overrepresented by 6.8 percent. It is not clear just why this occurred. Though as a group, they averaged more recent contact with the Employment Service. This variable was not found to generate differences between the samples. Some reflection on the manner in which the interviewing was organized suggests that some greater effort may have been expended in tracking this group down. We will not be certain of other factors until such time as we run multivariate analyses.

In general then, the interviewees seem, as a group, to be higher skilled, younger, more likely female, more often married, more stable in work histories and to be more often Newark educated and to be slightly better educated. Although this is an appropriate description of the direction of the sampling bias it must be re-emphasized that the percentage differences are relatively small.

Consistency of Answers Between Interview Data and ES-511 Forms.

In this section we report the results of comparisons made between interview data and the ES-511 card data for the few comparable variables. Tabulated here are the comparisons made for 438 individuals on the variables sex, age, marital status, and highest grade completed.

The comparison based on the data on sex revealed discrepancies in classification for five individuals. Of the four individuals classified as males in the interview, three were coded as females on the 511 data, one was coded as a no answer. There was one person coded as a female on the interview data who was coded as male on the 511 data.

In the comparison based on marital status, there are 67 persons for whom discrepancies existed. Some of this may be explained by the occurrence of an actual change in status between the time the 511 card was prepared and the interview was made. The intervening period was as great as a year and a half in some cases. There is a good possibility that many of the 71 persons fall into this category.

However, there were cases which were either illogical or highly suspect. An example of a highly suspect change were the ten persons reporting themselves as single on the 511 card and either widowed, divorced, or separated on the interviews.

The remaining 50 persons may indeed have changed status in the intervening period or the reported change may have been spurious. We cannot be certain from the data at hand. For example, 15 people who were noted on the ES-511 card as being single, turned up as married in our interview sample. Further, 13 individuals were noted as married in the ES-511 data and were listed as divorced when interviewed some six months later.

The greatest number of discrepancies occurred in the comparison based on level of education. Of the 438 individuals for whom we made this comparison, 139 gave different responses.

Although the number of cases showing discrepancies is relatively large, 32 percent of the total, the range of difference between the answers is not so great. Nor was there any consistent direction in the differences. Thus, of the 139 who gave answers on the ES-511 discrepant from the interview, 95 gave answers which were only one category different.* An additional 25 cases were different by two categories.

The lack of consistent direction is indicated by the following; of the 95 cases whose responses were one category different, 49 were one category higher on the ES-511 form and 46 were one category lower. Of the 25 cases whose responses were two categories different, 11 were higher on the ES-511 form and 14 were lower.

There were fewer differences in reported age (birth year) than there were in the education data. Forty-five persons made contradictory statements on the age questions. Of these, 18 differed by more than five years.

There was some tendency for the older workers to indicate a later birth date on the ES-511 card than they did on the interview. Of those reporting a birth year of 1924 or earlier (now age 41 or older) on the interview card and whose ES-511 information were contradictory, 22 reported themselves as having a later birth year on the ES-511 form. This would indicate that they were possibly reporting themselves younger to the Employment Service to enhance their chance of getting employment.

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*The categories were one year or less, 2-3 years, 4-5 years, 6-7 years, 8-9 years, 10-11 years, 12 years, 1-3 years of college, 4 or more years of college.

A similar phenomenon occurs among the younger workers; those workers reporting a birth year of 1940 or later on our interview, report an earlier birth year on the ES-511 form. Again this would seem to indicate that the individuals were reporting an older age to enhance their potential employment.

Discrepancies among the individuals reporting birth years between 1925 and 1939 showed no such tendency toward either earlier or later birth years on the ES-511 forms.